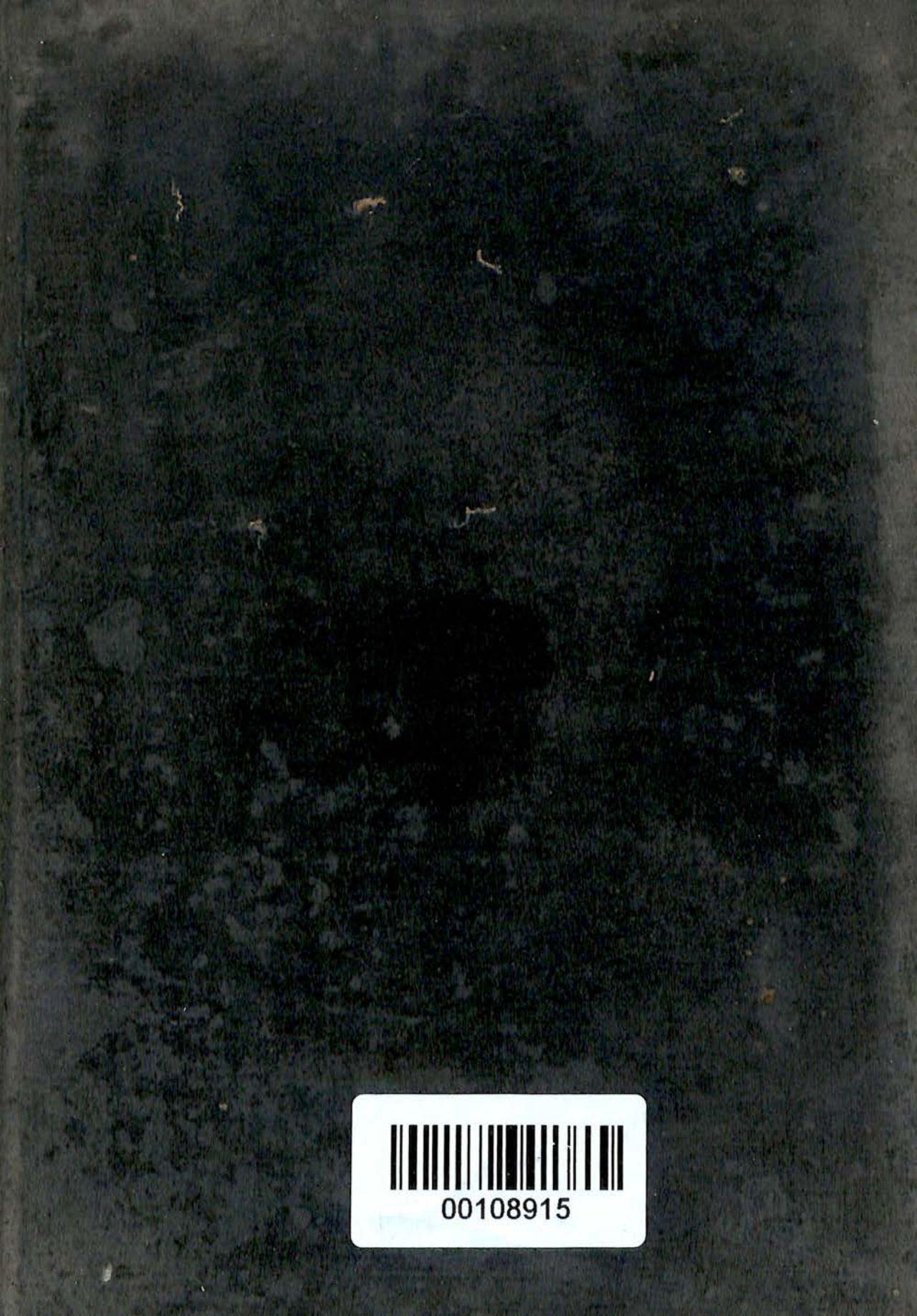
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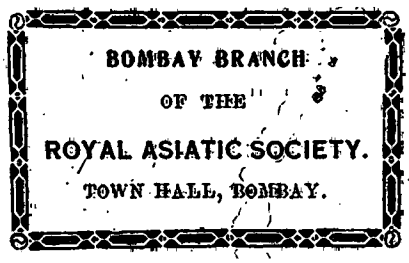

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LABOUR INVESTIGATION COMMITTEE

GOVERNMENT OF INDIA

REPORT

ON

LABOUR CONDITIONS IN THE SHELLAC INDUSTRY

BY

B. P. ADARKAR

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PREFACE.

The Tripartite Labour Conference at its meeting in September 1943 recommended the setting up of machinery to investigate questions of wages and earnings, employment and housing, and social conditions generally, with a view to provide adequate materials on which to plan a policy of social security for labour. In pursuance of that resolution, the Labour Investigation Committee was appointed by the Government of India by Resolution No. L.4012, dated the 12th February 1944 to carry out the investigations. The Committee was instructed to extend its investigations generally to all industrial and semi-industrial labour covered by the Royal Commission on Labour in their Report, with the addition of certain other categories. The Committee was asked by the Government of India to decide in each case the most suitable manner of conducting the enquiry. The Government, however, considered that the method of enquiry should not merely consist of sending out questionnaires to Government agencies and Employers' and Workers' Associations, but should also comprise specific enquiries in individual concerns based on representative sampling.

2. In India, in spite of the quite comprehensive enquiries made by the Royal Commission on Labour and a few Committees appointed by the Provincial Governments, there have remained large lacunae in regard to information on labour conditions in several industries. In particular, broadly speaking, the method of direct enquiry on the spot has not been adopted on a sufficiently wide scale so as to cover the entire industrial structure. Moreover, certain industries, like cotton textiles and coal mining, have received greater attention than others, and even as regards these industries, comprehensive information on an all India basis has not been available. With a view to making up this deficiency as well as to bringing the available information up to date, the Committee decided that *ad hoc* surveys should be carried out in various industries so as to secure a complete picture of labour conditions prevailing in each : The following industries were selected for the purpose :—

A. *Mining*. (1) Coal. (2) Manganese. (3) Gold. (4) Mica. (5) Iron Ore. (6) Salt.

B. *Plantations*. (7) Tea. (8) Coffee. (9) Rubber.

C. *Factory industry*. (10) Cotton. (11) Jute. (12) Silk. (13) Woollen. (14) Mineral Oil. (15) Dockyard. (16) Engineering. (17) Cement. (18) Matches. (19) Paper. (20) Carpet weaving. (21) Coir matting. (22) Tanneries and Leather Goods Manufacture. (23) Potteries. (24) Printing Presses. (25) Glass. (26) Chemical and Pharmaceutical works. (27) Shellac. (28) Bidi-making. (29) Mica Splitting. (30) Sugar. (31) Cotton Ginning and Baling. (32) Rice Mills.

D. *Transport*. (33) Transport Services (Tramways and Buses). (34) Non-gazetted Railway Staff.

E. *Other types of labour*. (35) Port Labour. (36) Municipal Labour. (37) Central P.W.D. (38) Rickshaw Pullers.

3. The main conception on which the *ad hoc surveys* have been based is that information should be collected on the spot by direct enquiry conducted with the help of the Committee's own staff and that this information should, as far as possible, conform to the sampling methods widely adopted in such work. Owing to great variations in the character of the different industries, however, there could not be a complete uniformity in regard to the methods which had to be adopted to suit the peculiarities of particular industries and centres. For instance while there are only a few centres and units in certain industries such as potteries, mineral oil, gold, etc., in other industries, such as

textiles, engineering, transport services, plantations tanneries, bidi-making, etc., a very large number of centres and units in different provinces (and even States) had to be covered. Moreover, some of the industries are modern industries of the large-scale type, wherein factory legislation applies more or less entirely, while others are indigenous handicrafts or small-scale industries, where factory legislation is either inapplicable or partially applicable. Thus, information has not been uniformly available in advance as regards the size, location and ownership of industrial units, such as is necessary before decisions for sampling are taken. Consequently, the technique of representative sampling had to be modified and supplemented so as to obtain whatever information of a reliable character was available. As far as possible, however, in all industries important centres were covered. In each of these centres units were chosen on a sample basis, but it was possible in a few centres to cover all units. The final lists of centres of survey and individual establishments were made out in the light of the impressions gathered during the course of the preliminary tour and in consultation with local authorities. The guiding principle in the selection of centres of survey was to make the survey regionally representative so as to discover differences in the conditions of labour in the same industry in different parts of the country. The selection of individual concerns was generally based on considerations, in order of importance of (a) size, (b) ownership (private or limited) and (c) whether subject to statutory regulation or not. In this connection it may be stated that the Committee were greatly handicapped in sampling the units owing to the lack of complete information regarding location and number of units in the selected industries. Unfortunately there are no all-India employers' organisations in some of the organised industries, nor are the statistics maintained by the Central and Provincial Governments at all complete. Moreover, in certain unorganised industries, such as shellac, carpet-weaving, bidi-making, etc., owing to their very nature, no such information could have been readily available in advance. In certain cases, therefore, owing to these difficulties as well as transport difficulties and other exigencies, the sampling could not be fully adhered to. Nevertheless, the Committee have been anxious to gather in the maximum possible information in the limited time at their disposal and with a view to this, they have cast their net as wide as possible. The main instruments of *ad hoc* survey were the Questionnaires. These were of two kinds :—(2) the main *ad hoc* survey questionnaire on points likely to be common to all the industries surveyed. (b) supplementary and special questionnaires in respect of certain industries, such as plantations, mines, railways, rickshaw pullers, port labour, municipal labour, glass, shellac, mica, etc. The main questionnaire was accompanies by a tabular form for entering wage data and this was used wherever possible. In the case of certain surveys, however, such as salt, paper, cotton, woollen and jute textiles, dockyards, silk, cement and gold mining, it was possible to conduct a wage survey on a sample basis. The chief method of collection of data was by personal investigation of industrial establishments, examination of their records and contact with labour in factories and homes. The information thus collected was supplemented and checked with replies to the Questionnaires received.

4. For the purpose of conducting enquiries, a sufficiently large field staff, consisting of 16 Supervisors and 45 Investigators, was appointed. Before the commencement of field work, all the Supervisors (with the exception of those working in Bengal) were called to the Committee's headquarters at Simla and given detailed instructions on the technique and scope of the enquiries to be conducted by them, the manner in which they were to submit their data, and the centres and units which they were to investigate. In addition, both Supervisors and Investigators were provided with written instructions regarding the

use of questionnaires, sampling of concerns (where this could not be done in advance), filling of the wage forms, etc. In particular, they were asked not only to collect information on the spot but also to draw upon every other possible source of information. In doing so, they were required to distribute copies of the questionnaires in the centres assigned to them not only amongst the sampled units but also amongst Employers' and Workers' associations in the industry and such other associations and individuals as were likely to be interested in the subject. They were also asked to get into touch with officials of Central and Provincial Governments connected with labour and obtain such facilities as might be necessary in doing their work.

5. As far as the field work in Bengal was concerned it was done by the staff of the Committee under the guidance and supervision of the Labour Commissioner, Bengal, and his subordinate officers. Members, however, paid visits to selected centres and units in Bengal to obtain first-hand knowledge of local labour conditions.

6. The Committee's survey covered all Provinces with the exception of the North-West Frontier Province where none of the Industries selected for survey was sufficiently important. It extended to many of the Indian States also, such as Kashmir, Patiala, Gwalior, Baroda, Mysore, Sandur, Travancore, Cochin, Bundi, Indore and some of the States of the Eastern States Agency. No survey was undertaken in the Hyderabad State as that State preferred to appoint a Labour Investigation Committee, with terms of reference identical to those of this Committee, for enquiry into local labour conditions.

7. In dealing with the *ad hoc* survey work, several courses were open to the Committee :—(i) that the Committee, as a whole, to study each industry, (ii) that the surveys to be distributed region-wise and each Member put into charge of a region, and (iii) that each Member to be entrusted with a few surveys throughout India. With a view to speedy and efficient work, the third course was actually adopted. This departure from the usual procedure of the Committee as a whole dealing with thee work was necessary in view of the immensity of the task and the necessity of maintaining an all-India perspective. Moreover, it was felt that this procedure would enable Members to make a specialised study of labour conditions in individual industries in different parts of the country. It was also felt that the peculiar problems of industrial labour had more an industry-wise than a region-wise dispersion and that the procedure would be helpful to future legislation which has to take into consideration the diversified conditions of each industry. It will be seen, however, that in the Reports the factual material has been presented both on an all-India and on a regional basis.

8. Thanks and acknowledgments are due to provincial Governments, State Authorities, Labour Commissioners (and particularly the Labour Commissioner, Bengal), Directors of Industries, Chief Inspectors of Factories, Port Authorities, local bodies, employers' and workers' associations, managements of the units surveyed and all others who rendered help in the collection of the data presented in these Reports.

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PART I

Chapter I.—Introduction.

Economic Background.—India holds a virtual monopoly in the production of lac—a resinous substance secreted by the insect *Laccifer lacca* on the branches of certain trees which are called its "hosts." The most common hosts of the insect are *Kusum, Ber* and *Palas,* and it is the encrustations scraped from the branches of these hosts which form the stick lac of commerce. Seedlac is obtained by grinding and washing stick lac, and seedlac is made by melting or extracting the resin from seedlac. The main lac producing regions in India are certain districts of Bihar, the Central Provinces, the United Provinces, Bengal and Assam, and the Central India and Eastern States. The average production during the five years ending 1938-39 was about 18 thousand tons, of which Bihar alone accounted for 32 thousand tons. The following table shows the distribution of sick lac production according to different regions :—

TABLE 1.

Stick-lac Production.

(Annual average 1934-49).

Region.	Tons.	% of total.
Bihar	32,468	68
Central Provinces and Central India	8,286	17·4
Assam	1,231	2·6
Other areas	5,765	12·0
Total ..	47,750	100·0

References to the exports of lac-dye and lac and shellac from India are found in the literature of the early Christian era, but the first recorded export of lac to Europe took place about 1607 A. D. By 1868-69, exports of lac and lac-dye amounted to about 900 tons but these ceased altogether by 1900 owing to the competition of synthetic dyes. In early days it was the dye which made up the bulk of exports, but in recent years the resin of lac has commanded a growing international market, as will be seen from the table below :—

TABLE 2.

Export Trade.

Varieties.	Average for 1900-05.		Average for 1934-35.	
	Tons.	% of total.	Tons.	% of total.
Seedlac	194	1·8	8,698	27·1
Shellac	8,840	80·0	20,068	62·4
Lac (other kinds including refuse lac)	2,009	18·2	3,369	10·5
Total ..	11,043	100·0	32,135	100·0

The shellac industry is of very great importance to India and it is an industry again in which somewhat like mica, the country hold a monopolistic position. The industries into which its products enter are many and varied. This is due to the thermal, mechanical, electrical and solvent properties of lac and to its excellent gloss and resistance to scratch, abrasion, water and electric currents. The most important consumer of shellac is the gramophone industry which absorbs about 30 or 40 per cent. of the annual output,—while the electrical and paint and varnish industries utilise about 35 per cent., the rest being

used in the hatting trade, sealing-wax manufacture, photography, confectionery, munitions and fireworks, micanite, ornaments, bangle-making, toy-making, etc. During the last few years, owing to dislocation of supplies of rival materials, new uses of lac have come to the fore, such as moulding powders for compression and injection mouldings, varnishes for making antigas fabrics, oil-cloth, water-proof bookbinding cloth, sound-recording disc, laminated boards and plywood. Vigorous attempts to replace shellac by synthetic resins are in evidence, but as yet shellac is most exclusively used in certain industries like the gramophone industry. The synthetic substitutes, however, have not been an unmixed evil. "In recent years, there has been an extended use of the natural product (shellac) in combination with synthetic resins and there is, therefore, every possibility that shellac will find an increasing outlet in this direction. To summarise, synthetic resins have made inroads into fields where the natural product was originally supreme, and at the same time have opened out new fields of use in which lac and shellac may find an extended application. Synthetics have helped to stabilise the price of shellac also by providing an upper limit beyond which it cannot go economically[1]."

The consumption of shellac had been confined in the beginning to the highly industrialised countries of Europe and America, but immediately before the war Japan and Russia were importing large quantities of shellac and allied products. The following table shows the dependence of different countries upon exports from India :—

TABLE 3.

Total Exports of all forms of Lac to various Countries.

(Tons)

Countries.	Average for 1909-14	Average for 1929-34	Average for 1934-39
United Kingdom	5,358 (24·9%)	8,156 (29·0%)	7,817 (24·3%)
United States of America	8,949 (41·6%)	10,131 (36·1%)	12,518 (39·0%)
Germany	4,158 (19·3%)	3,863 (13·8%)	3,319 (10·3%)
Other countries	3,059 (14·2%)	5,943 (21·1%)	8,482 (26·4%)
Total ..	21,524 (100%)	28,093 (100%)	32,136 (100%)

It will be observed that the United States of America occupies the first position among India's customers of lac, and this dependence of that country on India can be compared with a similar dependence in the case of mica. In recent years, there has been a great increase of exports of seedlac rather than shellac, and for this the United States has been largely responsible. It is stated that the United States' preference for seedlac over shellac is due to the fact that manufacturers there find seedlac, which is cheaper than shellac more suitable for some of their requirements. This preference has considerably affected the shellac industry as will be seen from the regional surveys in subsequent Chapters. The resin extracted in a purer form is even now widely demanded, but its relative importance in the foreign trade is definitely on the decline. As a consequence, unemployment has been caused in certain centres of the trade, and instances have been recorded in which the shellac workers have actually participated in riots to prevent the export of seedlac instead of shellac from the factory centres. The relative movement of the

[1] *Lac and the Indian Lac Research Institute*, by Dorothy Norris and others, (1934), p. 12.

figures for export trade in the different varieties of lac can be seen from the following table :—

TABLE 4.

Relative Movement of Exports of Varieties of Lac.

Variety.	Average for 1909-14.		Average for 1929-34		Average for 1934-39	
	Tons.	%	Tons.	%	Tons.	%
Stick lac	274	1·3	240	0·9	182	0·6
Seedlac	333	1·5	5,440	19·4	8,698	27·1
Shellac	17,785	82·7	19,525	69·5	20,068	62·4
Button lac	1,728	8·0	1,025	3·6	1,224	3·8
Other kinds	1,404	6·5	1,863	6·6	1,964	6·1
Total ..	21,524	100	28,093	100	32,136	100

The above table clearly shows that the relative importance of exports of seedlac is steadily growing as compared to those of shellac, although the absolute figures for the latter show some increase. Apart from increase in exports of seedlac, the growing use of machinery, especially in Calcutta and Jhalda, may also be responsible for some of the unemployment in the shellac industry in recent years.

On the whole, however, the shellac industry is still largely on a cottage basis. Owing to its small scale, initial capital investment is extremely small and there are hardly any overheads, so that employers are not substantially affected if they have to close down factories. Moreover, most of the employers are also dealers in seedlac and stick lac as well as other commodities, and some carry on moneylending. Thus, the prospect of occasional closing down does not harm their interest. The other important thing to be noted about this industry is that it is not perennial, in the sense that factories are open and working on all working days ; nor is it seasonal, if we mean by that word that they are busy in a particular season and are closed for the rest of the year. Stick lac and seedlac, the raw materials, can be and are often stored up, especially by the bigger owners, and in some cases continuous work is feasible ; but a majority of the owners prefer to run their concerns according to the availability of the raw materials. There are four lac crops in a year : *Jethua* and *Aghani* (*kusmi*) from the *Kusum* hosts, and *Baisakhi* and *Katki* from other hosts. *Baisakhi* is the biggest and most important of the four crops and is harvested between April and July. *Katki* is cut in October-November ; *Aghani* between November and February : and *Jethua* (which is a small crop) in June-July. The relative importance of these crops can be judged from the fact that *Baisakhi* accounted for 56 per cent. of the total production during 1934-39 ; *Katki*, 26 per cent. ; *Aghani* or *Kusmi*, 14 per cent. ; and *Jethua*, 4 per cent. The importance of the four crops varies in different regions in the country, but normally speaking, sufficient supplies of stick lac are available throughout the years, and there are also considerable imports from Burma and Malaya. This enables the concerns to work off and on throughout the year ; and the continuity of work varies according to the financial strength of the concern.

Location of the Industry.—The location of the industry can be seen from the table furnished in Appendix I. The total number of factories is 362 and that of *bhattas* in the factories nearly 5,000. Bihar easily leads, claiming about 70 per cent. of the total number of *bhattas*, while the United Provinces, Bengal and the Central Provinces follow in a descending order of importance. The principal centres in Bihar are Jhalda, Purulia, Chandil and Balrampur in Manbhum District ; Chaibasa and Chakradharpur in Singhbhum District ;

Ranchi, Thulin, Murhu and Bundu in Ranchi District ; Daltonganj, Gharwa, Latehar, and Chandwa-Tori in Palamau District ; Pakur and Kotalpakur in the Santhal Parghanas ; and Raniganj, Imamganj and Sherghati in Gaya District. In the Central Provinces and Berar, the principal centres are Gondia in Bhandara District ; Kota, Pendra and Champa in Bilaspur District ; Dhamtari and Naila in Raipur District ; Jubbulpore and Katni in Jubbulpore District ; Burhanpur in Nimar District ; and Seoni in Chhindwara District. In the United Provinces, the main centre is Mirzapur, while Cawnpore has also a little production to its credit. In Bengal, the principal centres are Calcutta (where there are two big modern factories and few old-style ones), Malda, Dhulian and Nimtita. In the Punjab, Amritsar and Hoshiarpur are the main centres. Umaria in Rewa State and Rairangpur in Mayurbhanj State are important centres in State India.

From Appendix I, it will be seen that the major part of the industry is located in Bihar, which also is the main area for lac cultivation.

Structure of the Industry.—The principal stages through which lac passes are three : (a) the raw material stage including the cultivation and harvesting of lac, and making of stick lac, (b) the manufacture stage, including the production of seedlac, shellac, button lac etc., and (c) marketing of the products.

The cultivation of lac is carried on by first introducing the lac insects to lac hosts, the process being called " infection " or " inoculation, " and then harvesting the crop by cutting branches on which lac encrustations have been formed. Infection can be artificial as well as natural, but in the main lac growing areas, like Bihar and Orissa, the infection is artificial. The host trees are often given periodical rest and there is systematic rotation amongst them. The crop is collected by cutting the branches and twigs on which lac encrustations are found to have been formed. Lac is collected in the form of sticks, but the stick lac so called is generally scarped from the sticks, unless the encrustation is thick and sticky, in which case the twigs are cut into short pieces 1 to 3 inches long. This stick lac is the raw material of the shellac industry.

Stick lack is converted into seedlac, and seedlac into shellac and other refined forms. The processes involved and the types of labour engaged will be described later.

Marketing includes the marketing of both stick lac and the finished products. For the former, there are three types of markets,—the primary markets, or *hats*, which play quite an important role in the marketing of stick lac ; the secondary markets or the middlemen's shops, where lac is brought by producers and *paikars* (hawkers) ; and the terminal market, Calcutta, which is the terminal market for all kinds of lac and its by-products. Finally, the different types of lac are exported from Calcutta to foreign countries.

PART II.

Chapter II.—Survey of Labour Conditions—General.

Labour conditions in the shellac manufacturing industry broadly illustrate the position of labour in cottage industries relying upon hand processes but at the same time employing a number of workers in the workshops. It is often imagined that labour conditions in such handicrafts are better than those in the large-scale factory industries, but that this is not always so can be proved not only by reference to the shellac industry, but also to bidi-making, carpet-weaving, glass and bangle manufacture, etc. True, the environments of city life coupled with the din and dust of factory work are injurious

to the health of the industrial worker, but the large-scale factories are subject more often than not (barring inadequate enforcement of labour laws) to severe restrictions, while in the case of the small-scale cottage industries, even if village or small-town life is in some ways more congenial to health and welfare, there is a greater element of sweating, of underpayment, of arbitrary dealing, and of general insecurity of work and rights. This is so because the workers are poor, illiterate and hopelessly unorganised. In the shellac industry all these evils are manifest to a greater or less extent.

Labour Legislation and its applicability.—The Factories Act applies to such factories as use power-driven machinery. In 1942, there were only 21 factories thus covered by the Factories Act, of which Bengal claimed 4 and the U.P. 17 ; in the same year, the total number of workers employed in these factories was only 1,798 (Bengal, 728 and the U.P. 1,070). A vast majority of workers, however, were not subject to the Factories Act, as will be seen from the fact that the total number of factories is estimated at 350 for the country as a whole excluding States). In the Central Provinces, the C. P. Unregulated Factories Act applies to even cottage factories not using power, provided the total number of workers is greater than 50 (special notification, 25), but only 17 factories are covered out of 28 or more. Apart from these, the Employment of Children (Amendment) Act, 1939, applies to all shellac factories, though as will be seen below its administration has been extremely defective.

The Factories Act.—Barring a few cases, the provisions of the Factories Act are not being strictly enforced, mainly owing to the fact that inspectorate in the two Provinces concerned is not very adequate. In particular, Section 76(2)—requiring display of notices of periods of work,—Sections 50, 51 and 52, restricting employment of child and adolescent labour, and Section 33, requiring the occupier to build shelters for rest, were disregarded in Bihar. Apart from the inspectorate, the arrangement under which the Sub-Divisional Officers are made part-time Inspectors of Factories is not very satisfactory, as the hands of these officers are too full for such work. One consequence of the Factories Act being made applicable only to those concerns which have adopted power-driven machinery has been that many factories employing as many as 150 labourers are unwilling to employ any power-driven machinery lest the Act will be made applicable. One would not have minded perhaps this preference for older methods of production but the owners of such factories find it very convenient not to have to spend anything on repairs or whitewashing. It was stated by workers that during rains the showers of rain were heavier within the sheds than outside ! There is no regulation of working hours in these establishments and work is started and finished at all sorts of odd hours. Women were found working in several factories in Jhalda up till 8 p.m. No registers of employment or payment of wages are maintained in most places, and irregularities and inequities are frequent. The interior as well as the exterior of most factories is extremely insanitary. Water used for washing the lac is allowed to stagnate for days, emitting foul smell. In brief, there is complete chaos so far as enforcement of any law is concerned in the case of regulated factories, while in that of unregulated factories, the position is as bad as ever. The Bihar Labour Enquiry Committee (Report, p. 240) suggested that the Factories Act should be made applicable to shellac (and other similar) factories employing more than 40 workers. Applications of the Act however, for reasons stated earlier by itself would not be enough. Enforcement is the crux of the matter.

Payment of Wages Act.—This Act is not observed by the factories even as to its main provisions. Employers state that it is impossible to observe the

Act, as the workers are irregular in their attendance and different wage-periods are in vogue. Moreover, the arrangement under which in the case of melters, wages are paid in the first instance to the *karigar*, who pays in turn to the *belwaya* and *pherwaya* is not, acording to them conducive to correct observance. Very often, the helpers of the *karigar* are replaced by substitutes whose names are not even known to the employers. Irregularities, therefore, are rampant. Thus, if employers are annoyed by the conduct of particular workers, they withhold payment of wages altogether. Illegal deductions, such as *dasturi, goshala, dharamdan* or *thakurbari,* are quite common. These deductions vary between 1 pice and 1 anna in the rupee. The workers strongly object to these illegal and compulsory deductions, while employers plead that it has been an age long custom with them. Enforcement of the Payment of Wages Act in the case of registered factories and the extension of some of its provisions to the unregulated concerns is highly necessary to check these evils.

Workmen's Compensation Act.—In the bigger registered factories, the Act is properly working, but this is not so in the smaller registered factories. Here the position is the same as in other industries. The employers in the case of such factories stated that the Act was working satisfactorily, but always added that there was no accident at all, worth reporting about ! In the smaller unregulated workshops, the chances of accidents are somewhat remote. The only possibility is of getting burns while working near the *bhattas.* In some cases, these can be severe. These workshops are subject to the Act, where more than 50 persons are employed, but no cases of accidents are ever reported. The workers, on their part, do not appear to be aware of their rights. As regards occupational diseases, it was alleged by the Secretary of the Chapra Mazdoor Sabha at Balrampur that the *karigars* turned blind in late life, while their hands become as hard as stone. The *rankariyas* who wash the stick lac and seedlac with their feet in tubs get sores on their feet owing to pricking of thorns and bits of stick lac, and these lead to lameness. There is a disease called *gorkhul* which prevents the worker from placing his feet straight on the ground. Such diseases are not, however, covered by the Act, and no question of compensation even arises.

Maternity Benefit Acts.—No maternity benefit is paid either in regulated or in unregulated concerns, and the main loophole available is that the factories are seasonal in the sense that continuous employment is not possible and workers including women are employed according to needs on a daily basis.

Employment of Children (Amendment) Act, 1939.—This Act is observed more in its breach than otherwise. In the bigger registered factories, the position is not bad, and in their case the Factories Act, Section 50, also applies. The Amendment Act was specially passed to cover unregulated shellac factories along with some other classes of factories. But it is a sad commentary again on the adequacy of Provincial inspectorates and on the enforcement of the law that children of tender age continue to be employed in shellac factories. The children are no doubt employed in light work, but this becomes irksome if they have to work for long hours. Mostly children work as *pherwayas,* helping their parents, and in the nature of the case, there is no direct employment in their case by the employers. When inspectors or similar other persons visit the factory, the children are just asked by owners to run away by the back door. Obviously the parents of the children are accomplices in the affair and hence there is little or no outcry against this evil. The case is almost similar to that of the mica-splitting factories, where also the same Act applies but is openly disregarded.

The C. P. Unregulated Factories Act, 1937.—A summary of this Act is given in Appendix II at the end of the Report. As will be seen from remarks,

in Chapter V later, the Act has not been successful. The provisions of the Act are seldom observed, and inspections are unfortunately too few. The Chief Inspector of Factories, C.P. gave us the following brief note on this subject :—

" The total number of factories subject to the provisions of the Unregulated Factories Act was 130 which includes 17 shellac factories, in which the average daily number of workers employed was 4,346. The Act continued to be in force in the districts of Nagpur, Jubbulpore, Bilaspur, Bhandra, Nimar, and Akola. A policy of gradualness has been adopted in the matter of administration of these Acts and no prosecutions were instituted thereunder during the year. It is, however, noticed that the workers themselves are more reluctant to behave within the Act as regards working of hours, overcrowding, sanitation, bringing their children, etc. The department has tried to enforce the Act but there is initial handicap due to shortage of departmental staff to devote intensively to this work. If the Act is enforced strictly the inspecting staff of this Inspectorate will have to be increased five times to put an end to the abuses of of the Act."

Processes of Manufacture and Types of Workers.—There are two main processes in the old-fashioned shellac factories, viz., conversion of stick lac into seedlac, and conversion of seedlac into shellac. The two processes are so well described in the *Report on the Marketing of Lac in India* (pp. 30-33) that we can do no better than cite the relevant passages in a portmanteau quotation :—

" Stick lac is passed through sieves to separate smaller grains and dust from the bigger pieces. The latter are then either ground in a hand *chakki* (stone-mill) or crushed in roller corn crushers, specially in the case of *kusmi* stick lac which is often received without being scraped. The crushers are usually operated by manual power but in some of the large factories they are driven by mechanical power. The space between the rollers is so adjusted that lac is broken from the sticks. Pieces of sticks which pass with the lac are separated by subsequent shifting and winnowing. The crushed and shifted stick lac, which is in the form of granular fragments, is known as *kachchi chowri*. *Kachcha chowri* is then washed in cup shaped stone or cement pots commonly known as *nands*. They are about 2½ feet in height and diameter. The inside surface of a *nand* is specially made rough to facilitate rubbing of crushed lac against its sides. About 40 lb. of crushed lac is placed in each *nand* and water added. A labourer known as *ghasandar* enters the *nand* and leaning on a support rubs the lac against the rough sides of the *nand* with his feet for nearly half an hour. The rubbing operation crushes the lac cells, releases the lac dye and separates the dirt from the resin. The water is then allowed to stand for a time and the surface scum consisting of pieces of wood and dead bodies of insects is removed. After this, the coloured water is scooped out and filtered through a cloth to recover the suspended lac. The coloured water is allowed to run off and fresh water is again added. The process is repeated three or four times till the lac dye, dirt and other impurities are removed. In the case of inferior and old stick lac, diluted solution of commercial washing soda is used to facilitate the removal of the dye. After the final washing, the washed material known as *chowri, i.e.*, the seedlac of commerce, is removed from the *nands* and spread out on cement floors for drying. It is stirred by means of rakes to avoid the foundation of compact blocks. After it is dry, it is winnowed to separate the lac grains from fine, particles of dust and other impurities. In some of the large factories, large power-driven steel drums fitted with agitating arrangements are used instead of *nands* for washing purposes.

" Shellac may be prepared from seedlac either by melting or by extraction with suitable solvents. The former method is most commonly used in India.

Different qualities of seedlac are mixed together according to the trade requirements or the views of the manufacturer and the mixture is filled in cloth bags about 30 feet long and 2-5 inches in diameter. For the manufacture of high quality shellac double bags are employed. The melting is done over charcoal fire in a Dutch oven-shaped fireplace (locally known as *bhatta*) about 2½ to 4 feet long, 1½ feet high and 12 to 16 inches deep. At one end of this *bhatta* sits the melter known as *karigar* holding one end of the long bag just near enough the glowing fire to melt the lac resin. The other end of the bag is fixed on to a wooden wheel which is rotated by a boy known as *pherwaya*. The object of rotating the bag is to apply uniform heat to it, and the *karigar* asks the *pherwaya* to rotate the bag slowly or quickly as need be. The *karigar* gives a twist opposite to that given by the *pherwaya*. The lac melts with the heat and begins to ooze out. This is worked up with a large iron spatula to ensure thorough mixing of lac resin and wax. Overheating is prevented by an occasional sprinkling of cold water on the molten lac. When sufficient quantity of such molten lac is collected outside the bag, it is rapidly transferred to the glazed porcelain surface of a horizontal hot water cylinder about 2½ feet long and 10 inches in diameter. An assistant known as *belwaya* spreads the molten mass evenly over the cylinder by means of a palm leaf. After spreading it, he takes the sheet and warms it before the fire to keep it plastic and then stretches it by thick edges and the portions showing hard knots, dirt specks and air bubbles are removed and the remaining sheet is broken up into small pieces (flakes) which form the shellac of commerce. For the manufacture of button lac, the stretching process is dispensed with and the molten lac is dropped on to the cool flat surface of a stone or commonly on a metallic sheet. The lac spreads into circular button shaped cakes of 3 ins. to 4 ins. diameter and 1|8 ins. to 1|4 ins. thickness. These are usually stamped with the manufacturer's or shipper's mark before they become hard. The method of preparing shellac described above is essentially the same throughout the country except for few minor differences in some localities."

Apart from the workers mentioned in the above quotation, there are some other workers engaged on minor intermediate processes. The men engaged in crushing the lac are called *bhangandars* (in Bihar) ; elsewhere there is no special name. *Kamins* or women workers are engaged in sieving, winnowing and cleaning the seedlac, as also in the capacity of *pherwayas*. *Khalifas* are the tailors who make the cloth bags in which seedlac is melted before the ovens. Finally, there is the *parkhiya* or *chapriha* whose work is to test the shellac sheets made by the melters. Reference may be made to Appendix IV, giving a glossary of Indian terms. It will appear that different names are current sometimes for the same type of workers in different places.

The foregoing paragraphs give an idea as to the indigenous processes. As stated earlier, a few factories in Calcutta and Jhalda have adopted mechanical processes. The chief advantages of the mechanical over the manual processes are that shellac can be turned out more rapidly and in much larger quantities and it is cleaner and more uniform. Moreover, all the available lac is extracted from the stick lac. On the other hand, mechanical shellac is not suitable for all purposes ; in some uses the hand-made shellac is preferred by the customers abroad ; moreover, the machinery employed is expensive and hence, if the stick lac supply is short and the machines cannot work regularly, the capital charges become excessive. Crushing, washing, and extraction can all be done by machinery. The registered factories at Jhalda do only the crushing and washing by machinery and combine the *bhatta* method of melting with this. Alcohol solvents are generally used in the mechanical process of extraction of shellac, but little detailed information is available regarding the actual

processes employed, which are in the nature of trade secrets. The apparatus consists of a mixer, an evaporator and a condenser. Washed grain lac is placed in the mixer, sufficient alcohol added and the whole agitated and heated until dissolved. The hot solution is passed through a filter cloth into the evaporator, where the alcohol is separated. The clean molten shellac is then drawn off and made into garnet lac or shellac as required.[1]

Employment and future of the industry.—The total employment in the seedlac and shellac industry can be estimated at between 25,000 and 30,000, as may be seen from Appendix V. But it must be remembered that this employment is subject to great fluctuations according to market demand. Shellac is a key material of industry and external trade is dependent upon cyclical vagaries including temporary spurts due to war, which affect both prices and employment. The position of the shellac industry after the war has been a subject of speculation and enquiry at the Indian Lac Research Institute, which more than any other body has done a great deal of work in furthering its interests, although credit is also due to the Indian Lac Cess Committee, the Board of Scientific and Industrial Research and the Indian Institute Science, Bangalore, for encouraging and carrying out researches which have resulted in the establishment of several new industries in the country using shellac. The internal consumption of shellac has, it is claimed by some authorities, risen to as much as 33 per cent. of the total consumption. The question of an economic price level for shellac is probably one of the most important to keep the industry going. The following table shows the great fluctuations in prices which have taken place in recent years :—

TABLE 5.

Exports of Lac (Crude and Refined) from India.

Year.	Weight.	Value (Rupees in thousands).	Calculated price per cwt.
	Cwt.	Rs.	Rs. A. P.
Pre-war average—			
1909-10 to 1913-14	434,351	22,015	54 1 9
War average—			
1914-15 to 1918-19	345,376	25,706	74 6 9
Post-war years—			
1921-22	434,934	79,158	198 11 3
1922-23	476,011	102,562	242 0 7
1923-24	485,671	90,627	203 3 0
1924-25	427,017	75,506	191 3 4
1925-26	539,924	69,010	138 5 3
1926-27	592,030	54,724	101 12 3
1927-28	543,584	69,886	140 9 9
1928-29	743,403	86,426	128 6 10
1929-30	668,914	69,672	113 13 10
1930-31	547,151	31,374	62 6 5
1931-32	463,724	18,394	43 11 6
1932-33	418,300	12,424	31 13 6
1933-34	730,545	24,624	33 11 2
1934-35	585,194	33,110	56 9 3
1935-36	487,801	15,828	32 7 2
1936-37	836,405	23,494	28 1 5
1937-38	665,525	16,198	24 5 5
1938-39	642,054	12,639	19 10 10
1939-40	760,399	19,119	25 2 3
1940-41	597,864	22,543	37 1 1
1941-42	766,707	49,208	64 2 10

[1] Cf. Lindsay and Harlow, *Report on Lac and Shellac,* (Indian Forest Records), 1921 pp, 64-65.

The fall in prices is mainly due to the competition of synthetic resins. So far, the cheaper synthetic resins have been priced at about 9 d. to 1 s. per pound, or Rs. 30 to 40 per maund. Before the war the price of shellac reached a level as low as Rs. 14 per maund, but increased production of shellac at a price between Rs. 30 and Rs. 40 per maund should not be difficult, and with the growing use of shellac both independently and in combination with other resins in the plastics and other industries, the future of Indian shellac appears to be not at all dark.

Chapter III—Bihar.

Bihar is the home of the shellac industry in India, for it easily leads in the production of lac as well as that of shellac. Whereas the Province claims 60 per cent. of the production of the former the number of *bhattas* in it is 70 per cent. of the total number of *bhattas* throughout India. Bihar predominance here can be compared with its predominance in the case of the mica industry, and it is a fact of great industrial interest that the two industries are very much affiliated in their technological ramifications. Another point of comparison is that both mica-splitting and shellac-making are in the main cottage industries, using little or no mechanical power, though shellac yields itself to mechanical process while mica does not, except in regard to its by-products. In Bihar itself the number of factories using power does not exceed a dozen and even then power-driven machinery is used only for crushing and sieving of seedlac. As in the parallel case of mica, here also production is often carried on in the home of the worker. In Bihar, the lac cultivation area starts at the extreme southern end of the Gaya district and extends to all the districts of Chhota Nagpur (namely, Palamau, Hazaribagh, Ranchi, Manbhum and Singhbhum) and the Santhal Parganas. The important centre of the shellac industry is the Jhalda sub-division of the Manbhum district, but the industry flourishes in various other places in the districts of Ranchi, Palamau, the Santhal Parghanas, Gaya and Singhbhum. According to the *Report on the Marketing of Lac* (p. 161), the total number of registered and unregistered factories in Bihar was 274, and the total number of *bhattas* in them was estimated to be 3,448. The number of registered factories in Bihar was 17 in 1942 and all these were seasonal in character ; the total number of workers employed in these registered factories was 1,347. The figures have been almost stationary for several years. For investigation in the Bihar Province, two main and typical centres were selected, one *viz.*, Jhalda, noted for its modernised shellac factories as well as *bhattas*, and Balrampur, the biggest centre of the cottage industry section. At the former centre, there are some factories owned by Armenian Jews, while at the latter the ownership is largely in the hands of Marwaris.

Employment.—The average daily number of workers employed by the 17 unregulated workshops at Balrampur and 5 unregulated workshops at Jhalda and the four factories governed by the Factories Act at Jhalda, was found to be 1,062. in the month of November 1944. The total average number of daily workers at these two centres, viz., Balrampur and Jhalda, when work is in full swing, can go up to 5,000 or more ; for according to a list supplied by the Chief Inspector of Factories, Bihar, it was 5,057 during the peak season in 1943. The average daily number of workers employed in all shellac factories and workshops, whether governed by the Factories Act or not, comes to 12,794. Out of these, 16 registered factories claim 1,457 workers. In all probability, these figures exclude children employed, for their names are not entered in the so-called muster-rolls. In the factories investigated at Jhalda and Balrampur,

the proportion of time to piece workers and of male to female workers was as below :—

TABLE 6.

Distribution according to Sex and Mode of Payment.

Average daily number.		Time workers.	Piece workers.	Males.	Females.
1,062	Number	797	265	786	276
	Percentage	75	25	74	26

Pre-war employment figures were not available in all concerns but only in four factories and two workshops. Some employers said that they did not maintain employment registers before, and some said the books were sent to their native places in Marwar and Mirzapur. In August 1939, the average number of workers employed in the 4 factories and 2 workshops was 732, out of whom the numbers of time and piece workers and of male and female workers were as given in the table below :—

TABLE 7.

Employment in 1939 and 1944.

Class of workers.	1939		1944		Absolute increase	Percentage increase
	Number	%	Numbers	%		
Piece-rate	449	76	583	80	134	30
Time-rate	138	24	149	20	11	8
Total ..	587	100	723	100	145	25
Males	437	74	544	74	107	24
Females	150	26	188	26	38	25
Total ..	587	100	732	100	145	25

The figures show an apparent general increase, but this increase took place mainly in factories registered under the Factories Act. In unregulated concerns, there has been a falling tendency of late. This has been partly due to the fact that in this region there was failure of the *Kusmi* crop recently and the raw material, stick lac, is not available readily. On the other hand, the figures show that factories employing machinery, being financially stronger, have been working more vigorously in response to the war demand, relying on stocks of raw material already laid up.

There is no contract system here. All workers are employed and paid directly by the employer. In a few cases, there are *Jamadars* and *Munims* employed to supervise the work only. In unregulated *bhattas*, employers themselves supervise work and pay wages.

No information was available regarding the length of service of operatives. Broadly speaking, however, at the unregulated *bhattas* at Balrampur, there is hardly a worker who has been working for more than one year at a stretch. Workers change their masters every now and then even in the same season. At Jhalda, in the registered factories, however, the position is better and a majority of workers have been in service for more than 10 years. Thus security of employment is available in the factories only but not in *bhattas*, for in the latter employer are never sure when there will be work. There are no standing orders or service rules governing the relations between employers and workers. There is no classification as permanent and temporary workers

for this reason. At the unregulated *bhattas,* all workers are temporary and go home when the season is over or wander about in search of employment.

Employers recruit their labour direct at factory gates. Whenever there is any shortage, workers themselves bring their friends and relatives and put them to work. There is no difficulty felt in recruiting labour, because this is available in abundance in the locality.

No detailed figures for labour turnover or absenteeism were available, as registers did not record this properly and in some cases, registers were highly defective. In view of the seasonal nature of the industry, moreover, labour turnover and absenteeism are both exaggerated. It was stated that 75 to 80 per cent. of the workers owned plots (generally small) of land. They go back to fields in July and August. Others go as agricultural labour. Absenteeism is very great during these months, as also in November and December which is the harvesting period. In these two seasons, absenteeism is very high, from 50 per cent. to 75 per cent. Big factories at Jhalda manage to run because their labour is less migratory and more stabilised. Apart from these two seasons, as elsewhere absenteeism is high after the pay day, when the workers get drunk for a day or so. On festival days, likewise, absenteeism is high. In the big factories at Jhalda, there is a weekly holiday ; so absenteeism is less. This holiday has had a good effect on the worker's efficiency and morale.

For the rest, the industry continues to maintain its rural traditions. There is no provision for the training of apprentices. Boys working as *pherwayas* somehow pick up the work of *belwayas* and *karigars* in course of time. There is no system of incremental or graded promotions, no holidays with pay, no forced leave, and no fines.

Wages and Earnings.—Here there are four main categories of workers to be dealt with from the viewpoint of payment of wages : *viz.,* (1) Melters, (2) Washers and Crushers, (3) Coolies, (4) *Kamins* and (5) Tailors. " Melters " include the *karigar,* the *belwaya* and the *pherwaya.* " Washers " include *manjandars,* i.e. those who do washing exclusively, and " Crushers " include *bhangandars, i.e.* those who do crushing exclusively. " *Kamins* " are the workwomen engaged in various processes. Tailors or *khalifas* make the cloth bags.

(1) *Melters.*—At both the centres of investigation, Jhalda and Balrampur, the system of joint payment of wages to melters prevails. The employers simply pay to the *karigars* and often do not even know who the *belwayas* and *pherwayas* are, and they simply take down the names of *karigars* who represent the particular *bhattas.* At Balrampur, the joint wages of the three *bhatta* workers or melters ruling in November 1944, were Rs. 3-2-0 per maund, which has been a standard rate recently. In seventeen workshops, which were visited, this same rate was found prevailing. Out of Rs. 3-2-0, the *karigar* got Rs. 1-8-0, the *belwaya* Rs. 1-2-0, and the *pherwaya,* as. 8 only. Thus, the share of the *karigar* was 48 per cent., that of the *belwaya* 36 per cent., and that of the *pherwaya* 16 per cent. Joint wages of the melters were Rs. 1-4-0 per maund in 1939. The figures given below give an idea of the wage increases during recent years.

TABLE 8.

Wages at Balrampur (1939-1944).

Occupation.	Wages in 1939	Wages in 1944	Increase %
	Rs. A. P.	Rs. A. P.	
Karigar	0 9 6	1 8 0	153%
Belwaya	0 7 0	1 2 0	157%
Pherwaya	0 3 6	0 8 0	129%
Total—joint ..	1 4 0	3 2 0	150%

This shows a substantial increase in the melters' wages, though it is not equal in the case of the three types of melters.

There is illegal deduction, called *dasturi* and *goshala*, prevalent at Balrampur. Out of the Rs. 3-2-0, 0-1-6 is deducted ; in other words the net rate is Rs. 3-0-6. The deduction is shared between the *karigar*, the *belwaya* and the *pherwaya* in the ratio of 3 : 2 : 1.

At Jhalda, the wages of melters are lower. There the joint rate varies from Rs. 2-6-0 to Rs. 2-8-0 for factories as well as workshops. The table below shows the distribution of these amounts as between the three types of melters :—

TABLE 9.

Wages at Jhalda (1944).

Occupation.	Share.	Percentage.	Share.	Percentage.
	Rs. A P.		Rs. A. P.	
Karigar	1 4 0	50	1 2 0	47
Belwaya	0 14 0	35	0 14 0	37
Pherwaya	0 6 0	15	0 6 0	16
Total ..	2 8 0	100	2 6 0	100

The wages prevalent earlier in 1939 at Jhalda were peculiarly disparate. In the unregulated workshops, they were Rs. 1-0-6 per maund ; in some factories, they were Rs. 1-2-0 ; while in others, Rs. 1-6-0 and Rs. 1-8-0. Thus, in the same centre, there was considerable variation of wage rates. In 1939, moreover, wages were generally lower at Balrampur than at Jhalda. On the other hand, the increase in recent years has not been so great in Jhalda as in Balrampur. On an average, this was 95 per cent. in Jhalda and 150 per cent. at Balrampur. The main reasons for this disparate position are as follows : (i) In the first place, workers at Jhalda are not organised, while at Balrampur, the Mazdoor Sabha has been able to make its voice effective. (ii) Secondly, the workers at Jhalda are mostly local and are not influenced by ideas at different places, and, moreover, they do not possess sufficient land to refuse factory employment. At Balrampur, on the other hand, there has been some influx of labour from Mirzapur, Gondia and Burdwan and the workers are influenced by outside sentiments. Also they possess land mostly and are independent to some extent.

As stated already, the wage rates are piece rates, per maund. The piece rates, however, have automatically become the daily time rates. The workers get a maund of seedlac and have got to manufacture shellac from that ; so these earnings have become just like their daily wages, as the workers do not go home unless they have finished that one maund. Going through the registers, it was found that melters had invariably finished their one maund every day. At Balrampur, the melters melt one maund of seedlac, but at Jhalda they have to melt 1 md. 5 srs. In 1939, at Jhalda they had to melt 1 md., but now-a-days they have to melt 45 seers. The basis of payment is obviously the weighment of seedlac. At Jhalda, especially in factories, the employers ask the workers themselves to do the weighment in their presence ; but at Balrampur in the unregulated workshops, employers themselves do the weighment, often arbitrarily, though in some places workers are allowed to do it themselves. Time taken in melting the seedlac varies from 6 to 9 hours according to quality. No allowance for quality is, however, made.

2. *Washers and Crushers.*—These comprise the *manjandars* and the *bhangandars*. *Manjandars, i.e.*, those who do the work of washing crushed lac exclusively, are paid on a piece-rate basis, which varies from As. 2 to As. 3 per

jhuri (basket). If the quality of stick lac is very fine and high-quality shellac has got to be prepared, the *manjandars* are paid at the rate of As. 3, otherwise less. In 1939, the rates varied from 1 anna to 1½ annas per *jhuri*, which shows that there has been an increase of 100 per cent. in the wage rates.

Bhangandars (crushers) also are paid by the piece in a few factories and in others by the time. The rate for crushing varies according to the quality of stick lac, as will be seen from the table below :—

TABLE 10.

Wage Rates for Crushing.

Quality of stick lac.	Rate.	Quantity.
	Rs. A. P.	
Kusmi	0 5 0	1 md. 30 srs.
Baisakhi	0 4 0	Do.
Ghonghi	0 2 6	Do.

(*Note.*—Ghonghi is the blocky lac which has to be crushed for a second time.)

Bhangandars generally crush 3 mds. of stick lac per day, and in the case of *ghonghi* even up to 5 mds. Thus their earnings come to about 8 as. to 10 as. Those who work on time rate get 10 as. per day. Thus, earnings are almost equal in the piece and time systems. At some places *bhanganaars* do both crushing and washing in pairs. Thus, if there are four men, two of them do the crushing and the other two do the washing. Here also earnings come to between 8 as. and 10 as. There is no fixed system, however. It was found that in the same week, the same worker would be paid at both rates, piece as well as time, according to the nature of work or contract.

(3) *Coolies.*—These are known as *munis,* and have no specific duties to perform but are put on all kinds of odd jobs. They crush stick lac with the hand-driven machine, bring water from a distant tank or well for washing, and often do the washing also. Their wages vary from 10 as. to 12 as. per day and they are paid on a time basis. Formerly, in 1939, the time rate for coolies was only 3 as. a day ; thus the wages show a very big increase in their case. In the case of *manjandars* and *bhangandars,* however, the pre-war rate used to come to about 4 as. per day, but now they get only 8 or 10 as.

The above classification obtains mainly at Balrampur. At Jhalda, there are no sub-divisions like this. *Manjandars, bhangandars* and *munis* are merely called " washers " at the Armenian factories, and *ghansandars* at the Indian-owned factories and workshops. They are all paid on a time basis. Here also the wages vary from 8 as. to 10 as. In 1939, the wages of washers amounted to 3½ as. or 4½ as. Now the prevalent rate is 8 as. or 9 as. The increase, therefore, is of the order of 100 per cent. In the case of the unregulated workshops, however, the present rate is 10 as. a day, which shows an increase of 150 per cent. The lower rate in registered factories is compensated by the fact that the workers in such factories are permanent and their rates are standardised.

(4) *Kamins.*—These are the female workers, whose work mainly consists of sieving the seedlac and taking out impurities from it, although they are often employed as *pherwayas* in the place of their sons or husbands. Their wages are lower. At some workshops at Jhalda, they are paid on a piece-rate basis, while at others they are paid on a time-rate basis. In both cases, however, the wages amount to about 5 as. a day. The piece rate is 1 anna 3 pies per *jhuri* (basket) of seedlac, and in one day a *kamin* can manage to do only 4 *jhuris*. Before the war, the wages used to amount to about 3 as. everywhere in

Jhalda, but in 1939, the rate was standardised so as to enable the *komin* to earn 5 as. At Balrampur, the wages are bit higher, ranging from 5 as. to 6 as. per day, though in 1939 they were about 2½ as. per day. There has been, therefore, a greater increase in wages at Balrampur than at Jhalda, as in the case of the male workers.

(5) *Khalifas* (tailors).—These do not work for one factory or workshop but for many on a piece-rate basis. For making each bag enough to contain one maund of seedlac, they are paid at 2½ as. They are generally able to make 4 or 5 such bags in a day, so that their earnings amount to 10 or 12½ as. In 1939, the rate was only 1 anna per bag, thus there has been an increase of 150 per cent. since the war began.

From the foregoing statements of wages, it would appear that the wages are generally based upon the efficiency and category of the worker, the more skilful work (like that of the *karigar*) being better paid. No allowances or bonuses are paid anywhere ; nor are there any concessions. At Jhalda, workers neither work overtime nor are asked to do so by employers. At Balrampur women workers sometimes work overtime and are paid at the rate of 1 anna per hour for such overtime.

The wage-period is a week in some cases, but mostly the workers are paid daily. At Jhalda the employers in factories pay *bhatta* workers daily and others weekly. The week commences on a Wednesday and ends on the next Tuesday, when wages are paid. Tuesday is also the market day both at Jhalda and Balrampur. Unregulated workshops at Jhalda pay wages weekly. At Balrampur the week is from Tuesday to Monday and wages are paid on Tuesday after the week is over. On Tuesday afternoons, workshops are generally closed to facilitate the workers' marketing. Registered factories start work on Wednesdays and work up to the following Monday, and Tuesday is a holiday ; in their case also wages are paid on Tuesday or any subsequent day.

Working Conditions.—The shellac industry in Bihar is still mainly a cottage industry and there is no system about the working conditions in factories and *bhattas*. There are no regular shifts or hours of work and no particular groups of workers working at stated hours. As the work is mainly piece work, workers come and go according to convenience and degree of pressure of work. There is no overtime, because the hours themselves are not exactly fixed and the spread-over, if any, extends over the whole day from daybreak to dusk. *Bhatta* workers in registered factories generally come between 6 a.m. and 7 a.m. and leave for recess after having melted a maund of seedlac in about 4 hours. After having their mid-day meals and rest, they again start work within an hour or so. If seedlac is fine, they might finish the work by 2 p.m. or 2-30 p.m. ; if it is bad, it may take more hours. In any case, the work will be over by 4 p.m. At Balrampur, in unregulated workshops, *bhatta* work is started at about 8 a.m. and finished by 5 or 6 p.m. with a break for recess. Workers other than those engaged on *bhatta* work, work generally between 9-30 and 6-30 p.m., one hour at noon being spared for food and rest. Sometimes, in winter, however, their work commences at 11 a.m. and finishes at 6-30 or 7 p.m. At Balrampur a few *kamins* come for work at 10 a.m. and work up to 7 p.m. Roughly speaking, the total spreadover for all workers is 12 hours, 7 a.m. to 7 p.m. Factories work for 6 days a week, Tuesdays being holidays. Unregulated concerns do not observe any holiday. They work on all seven days of the week, although the attendance is very poor on Tuesdays and Wednesdays.

There is no provision for urinals and latrines in unregulated workshops. Nor was there any such provision in the registered factories till recently, but at the instance of the Chief Inspector of Factories, the Jhalda factories have started constructing them. The employers' argument is that even if good

arrangements are made, workers prefer to go outside into the fields. The workers' preference for the fields, however must be largely due to the fact that the fields are cleaner than the latrines. Water supply is adequate in most places. There are wells everywhere for seedlac washing, from which workers get their water ; in some factories there are water taps as well. No special arrangements are made to supply cool water during summer. The wells appeared to be maintained rather unhygienically and the surroundings were filthy in most cases. There are no rest shelters for the workers for meals and rest ; the employers stated that the whole factory was a rest house for them !

The number of *bhattas* in each melting shed depends upon the length of the shed. Every ten feet, there is one *bhatta*, and the *bhattas* are arranged in two or four rows. Not all the *bhattas* in a shed run at the same time. Women do not work here, but children do as *pherwayas*. In the unregulated factories, sanitation and ventilation are extremely poor, there being only a few holes in the wall for light and air. During winter, the position is not so bad, but during summer, workers are roasted in high temperatures and suffocated for lack of ventilation. In the Armenian factories at Jhalda, ventilation was found to be better, there being a window 4 ft. × 2 ft. at every ten feet, and the height of the ceiling as high as 30 feet. In the unregulated workshops, the ceiling is rarely more than 10 feet high.

In the registered factories, water used for washing stick lac is constantly flowing out, the washing being done by machine. But in the workshops, men have to remain standing for hours in water during the washing process, and the water is not changed for a week or so. At some places, it is not changed for a fortnight, till it begins to stink horribly. The bigger factories have made good arrangements for disposal of the effluent, but in the smaller workshops, the effluent passes out through very dirty open drains and accumulates in a ditch immediately behind the walls of the workshop.

Housing.—Workers employed in shellac factories are mostly local people. They come from their own homes in the locality. But some of the registered factories for their own convenience have built " coolie lines " so as to stabilise labour. In one case, where the total strength of workers is 225, there are 30 rooms available in the lines, but workers prefer to live outside the factory precincts and only 5 rooms are occupied, although no rent is charged. The rooms are constructed in two lines, back to back with brick walls and tiled roofs. The floors are *kutcha*. There are no bath rooms ; water from wells is available nearby ; and ventilation is tolerable. The quarters are generally situated within a furlong or two of the factories, while other conveniences such as market, post-office, etc., are also nearby. There are no facilities for workers to build their own houses. A few workers, belonging to the unregulated workshops, were found living in hired rooms in private houses, which were very insanitary and congested. In one room, measuring 8 ft. × 6 ft., a worker, his life, two grown-up daughters and three children were found living. The rent paid was Re. 1 per month. In such cases, it was common for the inmates to sleep in the room by turns or in shifts. The floors were damp and the inmates slept on those using dry leaves or straw as beds.

Migration.—The workers are mostly drawn locally, and only a negligible proportion might be migratory. Amongst the outsiders, there are mostly *karigars* from Mirzapur and *rankariyas* from Burdwan, and some of these have settled permanently at Balrampur and Jhalda. On the other hand, there is considerable seasonal migration of labour into agriculture and from one *bhatta* to another, according to availability of work. There is very slight migration between different centres. Stabilisation of the labour force in the shellac industry presupposes some action to ensure a very regular supply of the main

raw materials of the industry, *viz.*, stick lac and seedlac, and fuel. There is also need of better regulation of labour conditions not only in the factories but in the workshops, where conditions were found to be horrible. It is often claimed that cottage industries are more favourable to labour welfare. This was not our impression of the shellac industry conducted on a cottage basis.

Indebtedness.—An overwhelmingly large majority of the workers were found indebted. The main causes of indebtedness were, firstly, the fact that the industry is seasonal and the incidence of unemployment is frequently high ; secondly, the extravagant habits and vices of the workers themselves ; and thirdly, the lack of spare time employment, agricultural work often corresponding in time with the peak of shellac season. At Balrampur, it was reported that *Kabulis* did considerable moneylending business. Their rate of interest is often as high as As. 8 per Re. per month, or roughly 600 per-cent ! At this rate the worker is never able to get rid of the debt, because the interest exceeds capital in a short time. The interest is collected when wages are paid, and if the money is borrowed during the off season, it is recovered during the lac season. Workers also borrow casually from the employers, who do not charge interest, but such cases are rare and the amounts are trifling. Some employers were found running their own grocery shops, from which workers were asked to buy foodstuffs (often at high prices) instead of borrowing money.

Welfare Activities.—There are no welfare activities in either of the two centres investigated, Jhalda and Balrampur, whether in the factories or in the workshops. There are no canteens, or creches, or entertainments, or educational facilities, or vocational training. Such things do not appear to have been heard of here. In the midst of one of the most industrially active areas of the country, these centres of shellac industry appear to be lying somnolent for ages.

Chapter IV.—Bengal.

The history of the shellac industry in the province of Bengal dates from the establishment of " Gala Kuthi " or the factory of the Angelo Brothers Ltd., at Cossipore in the year 1863. It appears as the only factory registered in the list of factories as shellac factory from 1865 to 1917. Since the opening of trade in seedlac with Burma, Indo-China and Siam early in the 20th century, and Calcutta being the importing port, however, a number of small factories of the cottage industry type sprang up roundabout Calcutta in two distinct areas, viz., Ultadanga and Cossipore. These factories were owned generally by merchants who were engaged in the import trade from Burma and export trade with the West, and these were started with a view to cut down the cost of transporting lac to and from the United Provinces and Bihar. But the bulk of the imports still continued to be sent by rail to Jhalda and Mirzapore and a mere trickle found its way to the small factories of Ultadanga and Cossipore. As most of the small units of the type mentioned above did not have the resources to tide over the difficulties caused by features trading and by violent fluctuations in the price of shellac in the Calcutta market, the local factories were not very successful. The growth of the industry in Bengal has been steady on the whole, for whereas in 1917 there were only 2 factories in existence, by 1939 there were altogether 7 factories. With the exception of one or two factories, all are perennial factories working throughout the year, though there is often variation in their output from season to season. The number of registered factories at the beginning of 1944 was 4, and the survey among these revealed that only one, viz., the Angelo Bros. Ltd., was working in full swing. With the loss of Burma and the Straits, the import of stick

lac was stopped, and most of the factories depending on these sources of supply of stick lac had to be closed down in 1943. In Bankura there is some small-scale cultivation of stick lac and the growers manufacture seedlac at their homes employing little or no hired labour. These establishments are small both in regard the number employed and the quantity of seedlac produced. They have, therefore, been excluded from our survey. The Angelo Bros. Ltd., which occupies a central position in the history of growth of the shellac industry in Bengal if not India, is, however, not a true representative of the industry, which in the country as a whole is of the indigenous type and which manufactures shellac by melting the raw lac in open *bhattas*.

Employment.—The average daily number of workers employed in the four factories covered was 669 during 1939, of whom 86 per cent. were time-rate workers and 14 per cent. piece-rate workers ; and of whom 87 per cent. were males and 13 per cent. females. Women workers are employed in cleaning the seed and stick lac, men being employed in stripping, grinding, sieving, melting and stretching. In two of the factories, boys mostly of the statutory age have also been employed in melting. Contract labour is also employed in one factory for loading and unloading work. As stated earlier, the outbreak of the present war adversely affected the industry in Bengal and small factories depending on imported lac from Burma and the Straits had virtually to stop work. The daily average attendance figures consequently declined from 669 in August 1939 to 573 in January 1944. How important the question of supply of the raw material from Burma and the East was to these factories can be seen from the table below, showing the total number of days worked in the four factories year by year between 1939 and 1942.

TABLE 11.

Total Days worked in 4 Factories.

Year.	Total days.	Index.	Remarks.
1939	1,289	100	1939 figure is taken equivalent to 100.
1940	1,276	99	
1941	1,186	98	
1942	791	61	

The following table indicates the change in the daily number of workers in the registered shellac factories in Bengal from 1914 to 1942.

TABLE 12.

Employment in Registered Shellac Factories (Bengal).

Year.	Average daily number of workers.	Year.	Average daily number of workers.
1914	462	1929	952
1915	794	1930	739
1916	639	1931	564
1917	664	1932	437
1918	737	1933	452
1919	682	1934	590
1920	620	1935	611
1921	544	1936	756
1922	571	1937	892
1923	640	1938	779
1924	785	1939	1,012
1925	725	1940	878
1926	765	1941	880
1928	702		

From the above table it is clear that from the outbreak of the first war to the outbreak of the second war, the industry had been steadily expanding and the number of workers employed in the industry more than doubled though there have been variations in the intervening years.

Recruitment of labour.—Unlike the Textile industry, where the workers are mostly recruited through *sardars,* in the shellac industry they are recruited by the managers themselves from amongst those who offer themselves for work at the factory gates every day. No labour officers are employed for this or any other purpose by any of the factories.

Labour Turnover.—It is not possible to present figures of labour turnover from 1939 to 1944 as comparative figures were available from the four factories for 1939 only. The total number of workers whose names were struck off the muster rolls and replaced in the four factories investigated were 393 in 1939, i.e., 33 per month throughout the year on the average. The average number on the muster rolls of the factories in 1939 was 669 which gives a *monthly* labour turnover of 5 per cent. for 1939. These figures include those replaced due to dismissal and voluntary resignations. The records, insufficient though they were, suggested that in 1943 and 1944 the labour turnover was much higher than this, mainly due to expansion of the scope of available employment under military contractors. Nowhere in the records was any attempt made to study the causes of turnover and absenteeism. An interesting light is thrown on the uncertainty of employment in the shellac industry by an analysis of the length of service of the operatives. All the four factories have been in existence for more than ten years and the total number of operatives was 573 in January 1944.

TABLE 13.

Length of Service of Operatives.

Period.	No. of Workers.	Percent.
Between 0 and 1 year	374	65%
„ 1 and 5 years	80	14%
„ 5 and 10 years	37	6%
10 years and over	82	15%
Total ..	573	100%

The attendance registers, except in the case of the Angelo Bros., were everywhere found to have been maintained with extreme carelessness and in a slipshod manner. The employers tried to explain this away by showing the high turnover figures, shortage of clerical staff etc. It is clear, however, that the question of wage payment and its proof is involved here.

Absenteeism.—Absenteeism, on the whole, was low, but it has increased considerably during the last few years as will be seen from the table below :—

TABLE 14.

Absenteeism in Bengal Factories.

(1939 and 1943).

No. of Factory.	Scheduled man-days to be worked.	Man-days lost due to absenteeism	Percentage of absenteeism.
1939—			
1	143,528	12,600	9
2	13,246	673	5
3	30,975	1,144	4
4	16,520	887	5
Weighted average for all factories ..			7

No. of Factory.	Schedule man-days to be worked.	Man-days lost due to absenteeism.	Percentage of absenteeism.
1943—			
1	157,472	26,752	17
2	132	21	16
3	21,245	1,248	6
4	6,500	190	3
Weighted average for all factories ..			15

The above table shows a very great increase in absenteeism as between the pre-war year 1939 and 1944. This may be to a certain extent due to subsidiary employment for one or two days a week on higher remuneration, but it is difficult to assign definite reasons for this increase, as it has been found that even when workers offered themselves for employment they could not be provided with work for shortage of fuel or raw materials and in such cases they have been marked absent.

Wages and Earnings.—The wages in these factories are fixed according to the customary level and there seems to be some tacit understanding amongst employers. Cost accounting is not the basis of wage fixation and such wages are offered as would bring in the requisite number of labourers. Wages are paid both on piece and on time basis. Joint wages are paid to the *bhatta* workers on a piece basis. Of the total wages paid to the *bhatta* workers, the bulk goes to the *karigar*, while the *pherwaya* gets the least. In most of the factories, employers appeared to be a little unwilling to give information about the method of sharing out of the wages among the helpers and the *karigars*. The usual plea was that the *mistry* (i.e., *karigar*) was their employee. They paid him and did not bother how the money was distributed amongst the helpers. It appeared, however, that the amount of Rs. 2|14|- paid for melting and stretching one maund of seedlac was shared out as follows : *karigar*, Rs 1|2|- ; *belwaya*, 0|15|- ; and *pherwaya*, -|13|-. This was corroborated by the workers of one factory. It was admitted, however, that these proportions were not observed everywhere, and usually the *belwaya* and *pherwaya* are paid much less. As no record of payment made by the *karigar* to his men is kept, it is difficult to check up figures. The helpers were generally found substantiating the *karigar's* statement, but it was apparent that the latter exercised much control over the helpers. This control was strengthened by the occasional advances against wages paid to helpers by the *karigar*. In same cases, the *karigars* were both employers and *mahajans* (moneylenders) of these helpers.

The following table gives an idea as to the time-rate and earnings of three important categories of workers in the industry before the war and now.

TABLE 15.

Earnings of Important Categories of labour.

Category.	Pre-war earnings.	Present earnings.	Percentage increase.
Melters	Rs. A. P. 1 5 0 per maund.	Rs. A. P. 2 14 0 per maund.	119%
Seed-cleaners	0 5 2 per day.	0 8 2 per day.	58%
Coolies..	0 8 11 per day.	0 14 11 per day.	67%

From the above table, it would appear that the increase is the basic earnings of workers as between the pre-war and present periods has not been uniform for the three main categories of workers.

The following table shows the average monthly earnings per worker in the shellac industry from 1938 to 1942.

TABLE 16.

Average Monthly Earnings per head.

Year.	Rs.	As.	Ps.
1938	17	13	0
1939	17	6	0
1940	15	4	0
1941	17	8	0
1942	35	8	0

It is apparent that the earnings of shellac workers as a whole have almost doubled between 1941 and 1942. This is due mostly to the grant of dearness allowances and wage increases in 1942. The wage increases granted in two factories were with a view to help workers to meet the increased cost of living and in all probability will be cancelled with the return of normal times. The same two firms have granted no dearness allowance. In the other two firms, only dearness allowance has been granted from 1942. It has been raised from -|3|4 per head per month in 1942, to between Rs. 5|8|- and Rs. 12 per month per head in 1943-44.

Besides the dearness allowances, which are a purely temporary feature, annual profit, bonus, equivalent to one month's basic wage, payable in two half-yearly instalments, has been introduced as a regular feature since the outbreak of war in one of the factories. This bonus is given to those workers who have completed a minimum of 6 months' service under the Company. There are no efficiency or attendance bonuses anywhere.

(For further details regarding wages, please refer to Appendix III).

Wage Periods.—There is no uniformity in the period of wage payment which varies from unit to unit and even within the same unit. Of the four factories surveyed, payment in two is made weekly (wage period being Monday to Saturday), and in the other two it is made monthly (wage period being the calendar month). In one of the factories, where wages are paid on a weekly basis, a class of workers is paid on a fortnightly basis ; likewise, in another where the monthly basis prevails, some workers were found paid on a weekly basis. In the case of weekly payment, wages are paid within 2 or 3 days from the date of expiry of the wage period. Where fortnightly payments are made, wages are paid within 5 days from the end of the wage period and in the case of monthly payments, wages for the preceding month are paid within 5 or 7 days of the completion of the month.

Overtime.—Overtime work is generally not compulsory and in three out of the four factories, overtime has not been worked. In the Angelo Bros. Ltd., where overtime is usually worked, it is calculated and paid according to the provisions of the Factories Act. It has been found that the company keeps a separate record of the overtime work of each worker in his individual card, where normal and overtime hours of work are recorded by means of punching machines. These cards are available to workers for checking of overtime work and wages.

Holidays.—Sundays and gazetted holidays are the usual closing days of the factories. When workers are required to work on these holidays (which is compulsory in the case of workers of the Angelo Bros. Ltd., owing to its

being a continuous-process factory) they are paid double the normal rates. It was admitted, however, by the manager of one factory that occasionally men have to work on Sundays, but for this no extra pay is given.

Fines and Deductions.—In three out of the four factories, there has been no fine or deduction from the workers' wages. But in one case fines are imposed for insubordination, laziness or relaxation, damage of materials, etc., and the amount varies from -|2|- to -|8|- per individual worker. The fine fund in this factory, which is directly controlled by the manager himself, is meant for the medical expenses and similar purposes beneficial to workers. Deduction from wages on account of subscription to a Provident Fund is made in one concern (Angelo Bros.). Details of the Provident Fund are given later.

Working Conditions, Hours of Work and Shifts.—Of the four factories, three work only one shift a day, and the remaining one, which is a continuous-process concern, works daily three shifts each of 8 hours' duration. Normally, workmen employed in the shifts are interchanged every week, but in certain cases, the change-over is made once a fortnight. The three shifts commence and end as follows :—

Shift.	Time of Commencement and Ending.
A	.. 6 A.M. to 2 P.M.
B	.. 2 P.M. to 10 P.M.
C	.. 10 P.M. to 6 A.M.

In case of the single shift which obtains in three factories, the Daily hours of work are 8 in 2 factories and 9 in the third. The commencing hour is 6 a.m., 7 a.m. and 8 a.m. in the case of the single-shift factories, but the closing hour is 5 p.m. in all of them. The daily rest interval, however, varies correspondingly, being 1 or 2 hours in the case of the single shift factories and 1|2 hour in the cases of the three-shift factory. Where the rest interval is 2 hours, it is divided into two intervals of 1 hour each.

Ventilation, Congestion, etc.—In the *bhatta* sheds and machine-rooms, most of which have concrete floors and tiled and corrugated roofs, ventilation is on the whole not very unsatisfactory as they are open on three sides and those that are not open are provided with a number of windows which admit light and air. But the godowns in all the factories, where stick lac is stored and where most of the coolies have to work throughout the day are ill-ventilated and ill-lighted. In one factory it was found that the floor of the godown was at a much lower level than the ground level and as a result it was very dark there even during day-time. Congestion in all the factories was found to exceed the prescribed limit under the Factories Act. In none of the factories, there was provision of shelters for use during rest intervals.

The general sanitary conditions in and about the factories are far from satisfactory. Open drains running from the washing room and passing over the adjoining land empty into the municipal drains whereby effluent is disposed of. Piles of refuse are sometimes dumped into the pits adjoining the factories. The factory premises themselves are mostly unclean. Washing pits, tubs and drains are not properly cleaned at regular intervals. The same water is used for washing over and over again for a week or more, and is allowed to stagnate for a period before it is drained off. The stench from the washing tubs and drains is horrible. From an examination of Factory Inspection books maintained at two out of the four factories, it was seen that most of the offences committed were under sections dealing with the cleanliness of the factory, lime-washing, non-maintenance of hygrometers, improper drainage arrangements, inadequacy and uncleanliness of the latrines, and inadequate

guards for the driving belts. Though 3 or 4 latrines are provided separately for male and female workers at the factories, lack of proper seating arrangement, absence of regular service for cleaning etc., are the main defects which need to be remedied.

Welfare Activities.—With the exception of the Angelo Bros. Ltd., none of the concerns has a dispensary or hospital for medical aid. The Angelo Bros. Ltd., maintains its own dispensary within the factory compound, which is daily attended for an hour by an M.B. doctor who renders medical aid to the sick workers. The medical expenses of workers are wholly borne by the company. One of the other factories maintains an M. B. doctor to whom sick workers are sent out for medical advice and help. Periodical medical examination is not held anywhere. Though cases of occupational diseases have not been reported by any of the factories, there is evidence as to contamination of the skin when damaged seed lac is washed by feet in the tubs. Sores, burns and cuts from machines are the common types of accidents in these factories. There was evidence that at least at one factory workmen's compensation was promptly paid to workers. Canteens or refreshment rooms for supply of tea, drinks, etc., are conspicuous by their absence in these factories. Moreover, there are no grain shops etc., except at the factory of the Angelo Bros. Ltd., where fixed quotas permitted under rationing of rice, *dal,* sugar, *atta* and salt are supplied to workers at subsidised rates.

Housing.—Housing accommodation is not provided by any of the employers. Workers mostly live in the adjoining private *bustees,* the monthly rent varying from 8 annas to Rs. 2 per room. These *bustees* are invariably congested. The *bustees* consist of groups of mud huts with tiled roof, bamboo wall and *kutcha* floor. These huts are extremely dirty with open drains passing between two rows of huts which neither properly drain the waste and dirty water, nor are cleaned for months. Common latrines and taps are the usual features and fights at the water taps are a daily occurrence. Congestion in these ill-ventilated, insanitary and unclean huts in the *bustees* affects the health of the workers, who are thus compelled to absent themselves from work for ill-health and disease for a few days every month thus causing loss both to themselves and the Company in the shape of reduced earnings and lower output and profit. The benefit that employers and employees may get from the erection of model working-class quarters can hardly be over-estimated.

Industrial Relations.—Workers in the shellac industry are wholly unorganised and there is no union of workers. There were two major strikes in the factory of Angelo Bros., in 1929 lasting for 5 weeks and another in 1936 lasting for 3 months. On both these occasions, the strikes were unsuccessful, as the workers, most of whom were illiterate and unorganised, could not formulate any specific grievances for striking work. Since 1937 there has not been any strike.

Provident Fund and Pensions.—The Angelo Bros., Ltd. alone has a Provident Fund. Formerly the concern had also a system of pensions for aged workers. The Provident Fund is managed by a Trust. All factory employees of the company who have completed 3 years' continuous service with the company are eligible and are required to subscribe to the Fund. The workers' contribution is 6-1|4 per cent. of his monthly earnings and the employer makes an annual contribution equal to the total annual subscription. On retirement or resignation the worker is entitled to receive the employer's share provided he has put in " approved and continuous service of not less than 15 years ", except in the case of death before 15 years. As regards pensions, there was no regular scheme, but the old workers who worked in the company for 20 or 25 years were generally given a monthly pension of Rs. 20 or so at the discretion of the management.

Chapter V.—Central Provinces—Gondia.

Gondia is the most important centre in the lac trade and manufacture in the Central Provinces. It gets its lac from the Bhandara, Balaghat and Chanda districts of the Central Provinces. It has 13 factories, the estimated production of shellac being 40,000 maunds a year. The total number of persons employed in the shellac industry in Gondia when factories are fully working is estimated at 2,000. Out of 13 factories, 6 were investigated at Gondia. Their names are given below.

TABLE 17.

Factories investigated at Gondia.

Name.	No. of persons employed at the time of investigation.
1. Haridas Balramdas Lac Factory	138
2. Chedilal Mehalal Lac Factory	93
3. Ramakrishna Mundra Lac Factory	58
4. Sheolal Mahadev Lac Factory	50
5. Surajmal Sitaram Lac Factory	45
6. Niwalal Siwalal Lac Factory	45

General Description of Factories.—The factories are constructed in a square fashion with four halls usually with verandahs on either side, and a large open space between them. Either the whole of the open space or a large part of it is paved or covered with stone-slabs to serve as a drying floor. Generally, the grinding of lac into dust is carried out on one of the inside verandahs by the use of grinding machines. The washing room with a number of stone tubs is arranged either in one corner of the open space or in one of the sheds. The water necessary for washing is drawn from a well either inside or just outside the factory premises. The effluent (water used for washing) is led out by drains outside the premises, and usually stagnates into a foul-smelling pool. In a few cases water has been found to stagnate in the washing room emitting a foul smell. One of the four halls in the square structure, is used as the furnace room or *bhattagar*. The hall is supported on brick pillars and has a tiled roof. The floor is in most cases earthen but in a few cases covered with stone slabs. Except in one case of an exceptionally well constructed factory, the furnace room is not well ventilated, but there is usually ample space and distance between one furnace and another to enable free movement and work by the *bhatta* workers. The raw material as well as the finished products are separately stored in a store room.

Employment.—The workers employed in the factories investigated are classified in the following table.

TABLE 18.

Number of Workers in each Category.

No. of	Karigars.	Belwayas.	Pherwayas.	Rankariyas.	Stitchers.	Men coolies.	Women coolies.	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	9
1	20	20	20	15	2	10	50	137
2	20	20	20	8	2	..	25	95
3	9	9	9	5	2	2	22	58
4	8	8	8	8	1	4	12	49
5	7	7	7	3	1	4	15	44
6	7	7	7	4	1	..	20	46
								429

The volume of employment depends partly on the number of *bhattas* the factory has and partly on the amount of lac available. Even in the working season, there seems to be considerable fluctuations of employment mainly due to the non-availability of seed lac. The reason put forward for this by the employers is that the seed lac is being directly purchased by Calcutta merchants for manufacture in a mechanized lac factory recently set up there, or for export to be used after semi-purification. The consequence is that an adequate quantity of seed lac has not been available of late, resulting in irregular working of factories and diminution of employment. There are two main seasons for the manufacture of shellac here : *Baisakhi* and *Katki*. The first extends over the months of May, June and July and probably also the month of August. The second extends over the months of December, January and February and also the month of March. The months of active working could thus be calculated as six, out of which the working days, due to irregular working, would amount to about 120. Of the labourers employed in the industry, all the skilled workers like the *karigars* and *belwayas*, the tailors who stitch the sacks, as well as some of the *rankariyas* come from outside the province, particularly Mirzapur in the U.P. Out of a total of 429 persons employed in the concerns investigated, 187 have come from outside the province. Most of the outsiders are people who come for the working season without their family and return to their homes during the slack season. A few stay away, particularly if they have brought their families, and do nothing in the slack season. The local workers engage themselves in agricultural occupations, or any other casual work that may be available in the slack season. There are no records of service ; there is nothing like permanency. In one or two cases, there are a few instances of people sticking on to the same employer over 7 or 8 years. But in most cases, as employment is offered only when work is available, people change from employer to employer particularly when they go home for the slack season and return to work later. The workers themselves come and offer themselves for employment ; hence there is no employment or recruitment through contractors or middlemen.

No statistics of absenteeism or turnover could be collected as the employment in the industry is highly irregular and the labour force is seasonal. Different categories of workers are employed for a different number of days in the month. There is no system of apprenticeship. As almost all payments (except for women coolies) are on the piece-rate system, there are no promotions either by time scale or according to efficiency. The rates are also uniform as between all the establishments and hence there is no movement from concern to concern due to differences in wages.

Children are not found employed in the factories as a rule. There are no cases of children pledged or even certified by doctors for working in factories. It appears it is permissible for a worker to send a substitute if he is absent, and, only in one place, a small child of 7 or 8 was found working as a substitute *pherwaya* for rotating the wheel. Apart from this, there was no employment of children. The reason why employment of children is not prevalent here was probably that in the local *bidi* factories there was a greater demand for child labour, and also that children could do the *bidi* work at home, which is less irksome than working at the *bhattas*.

Much of the work done in grinding, screening, washing and winnowing of raw lac for the preparation of seed lac could be mechanised. This would no doubt immediately lead to diminution of employment, but if as the owners complain, mechanisation leads to a lowering of costs enabling the Calcutta firm to buy raw lac at high prices, it should be possible to provide a greater employment in melting etc., by retaining a large amount of raw lac in the area.

Mechanisation would take over the most offensive parts of this work of grinding and washing out of the hands of manual labour.

Wages and Earnings.—Most of the workers, excepting men and women coolies employed for grinding, screening and winnowing lac, are paid on a piece-rate basis. The *bhatta* workers, namely *karigar, belwaya* and pherwaya, are paid jointly at the rate of Rs. 3|4|6 per maund of seed lac for preparation of shellac. For the preparation of button lac, they are paid Rs. 3|8|- per maund. These joint wages are divided among the three workers as follows :

TABLE 19.

Respective Shares of Melters.

	Shellac.		Button Lac.	
	Rs. AS. PS.		Rs. AS. PS.	
Karigar	1 8 6	47%	1 10 3	47%
Belwaya	1 4 0	38%	1 5 3	38%
Pherwaya	0 8 0	15%	0 8 6	15%
Total ..	3 4 6	100%	3 8	100%

It will be seen from the above table that the respective shares of the three types of workers are the same for shellac as for button lac. The only allowance made for quality in determining payment to workers is the difference between the rates of sheet and button lac. The rates of wages were uniform in all concerns investigated. The *bhattas* work generally from about 8 a.m. to 2 or 3 p.m., i.e., till the stock of lac with which they started is entirely turned into shellac. It is roughly estimated that 1-1|2 maunds of raw material is turned into finished product during this time. The washing of one maund of seed lac takes 1-1|2 to 2 hours. Melting one maund of seed lac takes about 7 hours. According to this, the daily earnings of a *karigar* would be Rs. 2|4|9, of a *belwaya* Rs. 1|14|- and of *pherwaya* As. 12, but actual earnings are often less as will be seen below. The men engaged in washing lac (*rankariyas*) are paid at the rate of As. 7 or 8 per maund or As. 3-1|2 per basket. The amount that is washed per day varies between 10 and 12 baskets. Thus the daily earnings of *rankariyas* vary between Rs. 2|3|- and Rs. 2|8|- a day, but they get work for only 3 or 4 days for week. The men and women coolies are paid at the rate of As. 8 to 10 and As. 7 to 9 per day respectively.

The actual average daily earnings of these different categories of workers for two weeks in only one concern which maintains the pay roll according to individual payments are noted below. In this concern, the employer himself distributes the wages of the three types of joint workers. The figures relate to the first and second week of December 1944.

TABLE 20.

Actual Earnings of Certain Types of Workers in a Gondia Factory.

Category of worker.	Maximum.	Minimum.	Average.
	Rs. AS. PS.	Rs. AS. PS.	Rs. AS. PS.
Karigar	2 0 0	0 13 6	1 8 1
Belwaya	1 8 8	1 3 9	1 2 1
Pherwaya	0 9 6	0 5 3	0 7 6
Rankariya	2 3 11	0 10 4	1 8 10
Stitcher	1 11 7	0 12 8	1 4 6

The pre-war rates of wages are furnished in the Report of the Industrial Survey Committee, C.P. (1939), Part I, Vol. II, Section ii, and are juxtaposed below with the rates prevailing at present :—

TABLE 21.

Comparison of Pre-war and Present Rates.

Category of worker.	Present.	Pre-war.	Percentage increase.
	Rs. As. Ps.	Rs. As. Ps.	
Karigar	0 13 6	1 8 6	82%
Belwaya	0 10 6	1 4 0	90%
Pherwaya	0 4 0	0 8 0	100%
Total ..	1 12 0	3 4 6	88%
Rankariya .. .. As. 2 per basket	... As. 3½ per basket ..		75%
Men coolies .. .. As 4 per day	.. As. 8 to 10 per day ..		100—150%
Women coolies .. .. As 3 per day	.. As. 7 to 9 per day ..		133—200%

From this, it appears that there has been a considerable rise in the rates of wages during the early years of the war. But workers and their representatives complained that the rise in wages had not kept pace either with the rise in the price of shellac or with the cost of living. There are no dearness or other allowances. The *bhatta* workers who come from outside places complain that their conditions have deteriorated, as they were formerly being given free lodging, one blanket, free fuel ; kerosene and railway fare to and fro once in six months, whereas these privileges are now discontinued in most cases. There are no fines. Only one case of deduction (*dasturi*) by the employer of 1|2 anna per basket of chowry washed by the *rankariyas* for charitable purposes has been mentioned. Weighment is done correctly and malpractices formerly prevalent have now disappeared.

Periods of Payment.—All workers are paid once a week. Payment is made on each Monday and the factories are closed on each Tuesday as it is the local market day.

Working Conditions.—There are no shifts. Work is done only during the day time. The daily-rated workers work usually from 9 or 9-30 a.m. to 1 or 1-30 p.m. and again from 2 to 7 p.m. The daily number of working hours being 9, the total spreadover works out at ten hours. Usually the conditions of ventilation in most of the factories are bad. Only in one of the factories the conditions were satisfactory, this being at one time the most prosperous concern employing about 250 persons. The flooring in the furnace room is mostly earthen, though in a few factories it is either of cement or stone slabs. The floor space in most of the factories is ample, particularly in the furnace room. The furnace room is also a tiled shed, with verandahs on either side and brick pillars in the middle. The *bhattas* are arranged on either side of the shed, with a distance of about 15 to 20 feet between every two *bhattas*. The width of the *bhattagar* is in most cases about 40 feet, the length varying from 60 to 200 feet according to the number of *bhattas*. The height of the ceiling is about 15 feet in the middle, and 6 to 8 feet at the sides. Excepting in the smallest concerns, the rules made under the C.P. Unregulated Factories Act requiring 25 square feet and 500 c. ft. of breathing space per worker in

the furnace room of a shellac factory are satisfied. The conditions in the washing room in most of the factories are very unhealthy and repelling. A certain amount of wash-water accumulates there and emits foul smell. In one or two units, the conditions of sanitation were found to be very bad, particularly in Unit 6, where the entire place was foul-smelling. The grinding room in this unit was a very small place, 10 ft. by 8 ft., and there were three grinding machines and two screens in this room. In most other factories, grinding and screening are done in spacious verandahs and hence the dust nuisance is somewhat minimised. The *rankariyas* or persons who wash the seed lac have to stand in water and press the lac with their feet. The wash-water is not repeatedly used over and over again, but changed after being used once. The special diseases from which these lac workers suffer are said to be the following. The fingers of the *bhatta* workers get cramped, the eye-sight of karigars gets affected by constantly sitting before the furnace, and they cannot easily bear to see sunlight. They are also said to suffer largely from chest complaints. The feet of the *rankariyas* get affected and become tender. They cannot walk easily. A general deterioration in the health of these workers due to the dust nuisance and insanitary conditions prevailing in and about the factories is alleged.

Welfare Activities.—These are totally absent. Though the Unregulated Factories Act requires that latrines and urinals should be provided, only one factory has provided them. Drinking water is not separately arranged for, it has to be drawn from the wells which are not protected. The only medical facility available is that of the general Government Hospital at Gondia. No Special educational facilities are available apart from those of the public schools of the place.

Housing.—A few of the factories provide lodgings for the workers who come from outside. These are single rooms, provided in a row on one side of the factory premises. The dimensions of a room are 10 ft. by 10 ft. in the case of one good factory (No. 3) and 6 ft. × 6 ft. in the case of another. At present these rooms are each used by one person, as the number of workers has considerably gone down in all concerns. But at times when there were more workers employed, we were told, even 4 or 5 persons had to live in a single room. The rooms have only one door and no other opening, and there is a very small verandah with earthen floor attached. In the rainy season, the whole area outside becomes muddy and water-logged and sometimes water enters even into the rooms. Some of the rooms provided in one or two factories are in a dilapidated condition. In two of the small concerns, we found that the *bhatta* workers were living in the furnace room itself. All the workers cook their food on the furnace itself and they take their food in the furnace room. The local workers live either in their own houses or rented quarters. These are mostly sheds, low-lying, standing on wooden posts and having a tiled roof with mud walls or bamboo *tatties* plastered with mud. Generally they consist only of one small room and a small verandah for each family.

Trade Unions.—There is a registered trade union known as the Chapra Mazdoor Sabha. At present only the *bhatta* workers have joined ; the number of members being 21. The funds of the Union are derived from an initial subscription of Rs. 2 or Rs. 3 per *bhatta* and a contribution of -|-|3 per rupee of their earnings. The Union has an accumulated fund of Rs. 400. The Union has a small, neat office in the house of the Secretary. There is an executive committee drawn from workers in different factories. The activities of the Union at present consist of organizing meetings and lectures. There have been no strikes so far.

Inspection.—Some of these factories (employing more than 50 persons) are regulated by the Unregulated Factories Act[1], (1937) of the C.P. Government. But the Act is not being enforced successfully. Only two factories out of the six investigated have ever been visited by an Inspector of Factories. In these two concerns the remarks entered into the Inspection book mainly referred to directions regarding the main provisions of the Act, the display of notices, provision of latrines and urinals, the lime washing of these, the keeping of registers, etc. One factory which was the leading one formerly was visited thrice during 1939 and once in each year during 1940, 1941 and 1942. There have been no visits after that. Another factory was visited twice in 1941. We were told at Nagpur that due to the inadequacy of the inspectorate, it was not possible to pay attention to these small industries coming under the Unregulated Factories Act. Most of the factories have accumulated pools of effluent near them and no action has been taken in regard to drainage.

The accidents that may take place in these concerns are mainly burns, cuts by fingers being crushed in the grinding machine, etc. No accidents for which compensation has been paid have been reported in any factory.

Indebtedness.—Few of the workers are indebted to any substantial extent, owing to the fact that no one would lend much money to them. There is no system of advances by the employers. The drink habit and the habit of taking *bhang* are prevalent among the *bhatta* workers.

General.—The employers complain that the industry which became depressed during the last depression continues in the same position today. The recent decline in the industry in Gondia is attributed by them to the fixation of a control price for shellac, while the price of raw lac is not fixed. Competitive buying by Calcutta merchants has sent up the price of raw lac, which at present ranges from Rs. 25 to Rs. 30 per maund while the control price of shellac varies according to quality from Rs. 64 to Rs. 70 or Rs. 75 a maund. Two maunds of raw lac are required for making a maund of shellac. According to one employer, the labour cost in the preparation of a maund of shellac is Rs. 6 to Rs. 8, the charcoal cost Rs. 2 and the cost of raw material Rs. 50 to Rs. 60. They point out that their margin of profit is very low and say that steps should be taken to control the price of raw lac and to see that sufficient quantity is made available in Gondia.

Chapter VI.—United Provinces—Mirzapur.

In the production of shellac and seedlac, the United Provinces enjoyed a prominent position in the past and Mirzapur was the largest centre in India. Mirzapur obtained its raw material not only in the Province itself but also imported large quantities of it from the neighbouring Provinces of Bihar and C.P. Latterly the lac-producing provinces themselves took to seedlac and shellac manufacture, and owing to their nearness to the sources of crude lac as also to the principal market for the finished product, viz., Calcutta, and the availability of cheap fuel and cheaper labour, the new centres there soon eclipsed Mirzapur. Mirzapur, however, continues to enjoy a fairly prominent position today owing to its earlier traditions and the presence of a number of trained labourers in the vicinity. Mirzapur is a constant source of supply of skilled labour even at present to the new centres in the rest of India. The United Provinces' share in the total production of stick lac throughout India is about 2 per cent. only, and this is concentrated largely in the Mirzapur District ; but its share in the total production of shellac is much larger, about

[1] A brief summary of the Act has been given in Appendix II.

10 per cent. The following table gives the exports (mainy shellac) and imports (mainly lac and seedlac) from the United Provinces during the 5 years before the war :—

TABLE 22.

Exports and Imports of Lac, Seedlac and Shellac from U.P.

Year.	Imports (mds.)	Exports (mds.)
1934-35	131,072	131,552
1935-36	49,156	52,828
1936-37	130,522	84,094
1937-38	90,688	53,708
1938-39	167,148	67,632

The centre of Mirzapur was selected for detailed *ad hoc* investigation not only because of its importance but also because of the fact that conditions there are more or less typical. Out of the 17 factories (unregistered) in Mirzapur, 5 were idle ; and out of the remaining 12, we selected 6 for the survey.

Employment.—There are about 2,000 workers employed in the various processes of the shellac industry at Mirzapur. The following table gives the exact figures of employment of men, women and children in the different sections in the factories under investigation :—

TABLE 23.

Employment in Different Sections.

Factory No.	Total Workers.	Melting Section.			Washing Section.			Chakrighar Danaghar Ghongighar Mukamaghar.			Miscellaneous.		
		Men.	Women.	Children.	Men.	Women.	Children.	Men.	Women.	Children.	Men.	Women.	Children.
1	171	75	23	1	17	..	3	..	46	..	5	..	1
2	136	54	14	7	16	..	3	..	37	..	3	..	2
3	109	51	12	..	9	..	2	..	27	..	6	..	2
4	156	57	23	4	18	..	..	..	48	..	4	..	2
5	78	30	9	3	10	..	..	..	22	..	3	1	..
6	93	35	10	3	13	..	..	..	28	..	2	1	1
Total ..	743	302	91	18	83	..	8	..	208	..	23	2	8

Men are mostly employed in the melting and washing sections. The work in the washing section being rather strenuous is not done by women, but they are employed exclusively in the sieving and cleaning sections (*chakrighar, danaghar* and *ghongighar*). Children are employed either in the melting section or rarely in the washing section. Of the total strength of workers in the six factories, 55 per cent. were men, 40.5 per cent. women and 4.5 per cent. children. The workers were all directly employed and there was no contract labour.

Really speaking shellac factories are neither seasonal nor perennial ; they work irregularly throughout the year according to availability of raw material. Though accurate statistics of the actual number of days worked were not available, it appears that the factories work for about 200 to 250 days in the year. The factories are closed if the supply of raw material is not received in time or if the factory owner does not want to run a factory for a few days.

The capital outlay is insignificant nor are there any overhead charges to worry about, while labour is employed mainly on piece-rate basis. So closing of factories does not lead to any serious loss to employers, but it is of course of serious consequence to the workers. During war time, owing to transport difficulties fuel and raw material have not been readily available and a large element of compulsory unemployment has been caused. Workers have been compelled, now as ever, to move from factory to factory in search for work. Ordinarily some decasualisation of labour should be possible by agreement between employers, but this has never been attempted. The entire labour force in the shellac factories is temporary and liable to dismissal at short notice. In a very few factories, a microscopic proportion of the labour force enjoys some sort of permanent status and this is monthly-rated. This mainly consists of the relatives and friends of employers who are entrusted with work in the stores or with supervision.

Labour Turnover and Absenteeism.—No records of either labour turnover or of absenteeism were available at these factories. There is nothing in the nature of perennial work in this industry here and there is wholesale movement of labour from one factory to another, according to demand for labour. This movement takes place particularly when factories suspend work, but when they are running, workers have little incentive to leave ; for wages of different classes of workers throughout Mirzapur are fixed by agreement between employers and the local trade union, and, moreover, working conditions are equally bad in all the factories and there is nothing much to choose between them. Finally, in some shellac factories there is a system of advances paid by employers to the workers in anticipation of wages. As regards absenteeism, an attempt was made to ascertain the position from the attendance registers crude as they were, but it was found that every worker was marked on every day of the working period. On enquiry it was learnt that where substitutes were appointed in the place of any workers, the latter are marked present and the former's wages are paid through the accounts of the latter. In the melting section, for example, the names of two assistants of the principal workers were not given and they were at liberty to choose their own assistants as they pleased. Naturally, the figures of absenteeism, in respect of *belwayas* and *pherwayas* were thus not available. In one factory only there was some sort of system in the maintenance of attendance registers and the figures collected there are presented in the table below.

TABLE 24.

Absenteeism in a Mirzapur Factory.

Months.	Average No. of workers on roll.	No. of working days.	Total possible man-days.	Total monthly absence (man-days).	Percentage of absenteeism.
Nov. 1943	61	6	366	162	44·3
Dec. 1943	82	25	2,050	396	19·3
Jan. 1944	87	28	2,436	141	5·8
Feb. 1944	89	24	2,136	95	4·4
March 1944	82	23	1,886	440	23·3
April 1944	86	27	2,322	329	42.5
May 1944	82	24	1,968	481	24.4
June 1944	82	27	2,214	510	23.0
July 1944	86	24	2,064	275	25.8
Aug. 1944	86	26	2,236	229	10.2
Sep. 1944	83	26	2,158	195	9.0
Eleven months		..	21,836	3,253	14·9

It is very difficult to generalise on the basis of the scanty data available, but it appears that absenteeism is generally high during the hot season and at the time of harvesting and sowing in the fields. As the workers are largely cultivators themselves or drawn from the class of landless labourers, they go to the villages for agricultural operations. This enables them to supplement their meagre incomes as also to recoup their health after a spell of strenuous work in the factories.

Recruitment.—There is a trained labour force always available in Mirzapur and this does not get full employment throughout the year. No difficulty is, therefore, felt in recruiting the workers. Each factory employs a salaried *jamadar* who manages and supervises the labourers. As and when workers are required, he goes out and gets them. Women and unskilled labourers also gather near the factory gates and the *jamadar* makes his selection for casual daily employment. In the melting section, where the workers work in a team, if any of the assistants of the *karigar* is absent, he himself is responsible for getting a substitute. The *jamadar* in addition to his salary gets a small fee from each worker employed at the rate of one pice per day ; this is called the *dasturi.*

Wages and Earnings.—The wage rates for different categories of workers have been fixed by agreement with the Trade Union in conciliation proceedings and are based on the piece system in all the three main sections, i.e., melting, washing and grinding. In the melting section (*bhattaghar*), the *karigar*, the *belwaya* and the *pherwaya* get a joint wage of Rs. 3|-|6 per maund of seedlac turned into shellac. The wages are paid to the *karigar,* who pays out to his assistants. The sharing is as follows : *karigar,* Rs. 1|6|- ; *belwaya,* Rs. 1|2|- ; and *pherwaya,* -|8|-. The balance of 6 pies is distributed equally between the Trade Union and the *jamadar.* The workers in the washing section are paid at the rate of -|10|9 per " 4 ghans " of lac washed by them, while in the grinding section, the rate is -|5|4-1|2 per 1-1|4 sack (ghans) of stick lac given for grinding. The question of increase in wage rates has been the subject-matter of several industrial disputes and strikes at Mirzapur and there have been roughly speaking three increases since the war started. The following table shows the increases in wage rates.

TABLE 25.

Changes in Wage Rates (1939—42).

Section or Department.	Quantity of work	August 1939	6th April 1940	19th July 1941	14th Nov. 1942	% Increase over 1939
		Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	
A. Melting Section :—For melting one maund of chauri ..	..	1 8 0	1 12 0	2 9 0	3 0 0	
1. Karigar's share	..	0 11 0	0 13 0	1 3 0	1 6 0	100%
2. Belwaya's share	..	0 9 0	0 10 0	0 15 0	1 2 0	100%
3. Pherwaya's share	..	0 4 0	0 5 0	0 7 0	0 8 0	100%
Total ..		1 8 0	1 12 0	2 9 0	3 0 0	
B. Washing Section	4 *ghans*	0 6 0	0 7 0	0 9 0	0 10 9	79·2%
C. Grinding Section	1¼ sack	0 3 0	0 3 6	0 4 6	0 5 4½	79·2%

There have been no changes in the wage rates since 1942. It will be seen from the above table that whereas in the melting section wages have gone up by 100 per cent. during the period, in the other two sections, they have gone up by 79.2 per cent.

Principles of Wage Fixation.—There are no fixed principles of wage determination in the shellac factories here. In 1939 these were more or less based upon local custom and prevailing rates in other industries, allowance perhaps being made for the extra strain involved in shellac manufacture. In particular, the wage rates prevailing in the *bidi*, brass utensil and carpet factories in Mirzapur have influenced wages in the shellac factories. Small children can earn from 8 to 10 annas per day in carpet factories, while adults earn up to 12 annas ; they are not, therefore, willing to work for less, and in fact, as work is strenuous in shellac factories, they demand more. The shellac factories recently have been producing for the Supply Department and the prices for various kinds and grades of shellac are fixed officially. The wage rates have some relation to these prices. From the foregoing table it will be seen that wages are paid by reference mainly to the weight of the raw material. It was the complaint of workers that the weighment is not always correct, and that especially women workers employed in the cleaning section suffered as employers were in the habit of arbitrarily allowing excess weight up to about 4 seers per maund. It takes about 5-1|2 hours to wash one maund of seedlac, and about 10 or 11 hours to melt one maund of washed lac.

Average Earnings.—The methods of wage assessment and accounting are different in different factories. There is nothing like a common wage period. Some observe the month of the Christian calendar ; some the Hindu calendar ; while others the Muslim Hijri calendar ! There is no complete record of payments anywhere, as the Payment of Wages Act does not apply here. Some direct queries, therefore, were addressed to workers themselves and the answers were checked in the light of the piece-rates paid. (i) *Melting section* : In this section, the melters somehow finished one maund of *chauri* in a day. Thus, on the basis of an average working number of 24 days in a month, the *karigar's* wage would amount to Rs. 33 ; the *belwaya's* Rs. 27 ; and the *pherwaya's* Rs. 12. (ii) *Washing section* : In this section, the *rankariyas* could on the average wash 4 *ghans* of seedlac and can earn -|10|9 per day. In some cases, extraordinarily strong persons could do 5 or 6 *ghans* per day. On the basis of 24 days per month, the average earnings, however, seldom exceed Rs. 16 or Rs. 17. Some children also work in this section and get about 5 as. per day or about Rs. 8 per month. (iii) *Women* : Sometimes women help their husbands in the melting section as *pherwaya* and earn -|8|- per day or about Rs. 12 per month. But women are generally employed in the *chakrighar*, the *danaghar*, the *ghongighar*, and the *molammaghar* and get -|5|4-1|2 per day or about Rs. 8 per month. In the grinding section (*chakrighar*) women are generally required to break 1-1|4 sacks (weighing 1 md. 35 srs.) of hard compressed block of stick lac and grind it in the handmill. Usually 3 or 4 women work in combination and finish the work. Women in the *danaghar* (sieving section) are required to window 2 parwanas (= 2 × 27 srs. = 54 seers) and are paid the same rate of -|5|4½ for the work. Mostly a woman takes a whole day to finish that much. Similarly, women employed to pick up small pieces of wood from the stick lac before it is sent out for washing also get about the same wage daily. (iv) *Tester* : When the shellac is ready, the tester or the *parkhaiya* or *chapriha* beats the sheets with thin bamboo sticks and separates the thick portions by winnowing them, getting -|1|4½ per *tahi* (a packet of sheets). He can finish 7 to 8 *tahis* in a day and thus manage to earn 9 or 10 annas per day or Rs. 13 to 15 per month.

Deductions.—Deductions from wages are not generally made, except the *dasturi* of 3 pies to the *jamadar* and the trade union fee of 3 pies. The quantity of shellac returned by the *parkhiya* as not properly stretched has

to be re-melted by the melters and stretched again. In almost all the factories, workers obtain advances (*kharcha*) for daily expenses ; these advances are adjusted at the time of wage payment.

Working Conditions.—Work inside the shellac factories is taxing and unbearable for the human constitution. Especially in the warm seasons, to work near the *bhattas* for hours together without any of the usual amenities available in some of the other industries (such as humidification and cooling) is an unenviable task. Low roofs and smoky bhattas make the factories so stuffy that workers often faint due to heat and congestion. The melting sheds in all the factories have doors, windows, skylights and other openings and in some factories there is also cross ventilation. But in most factories the doors and windows are often kept closed, especially in the cold season. The cold winter wind is supposed to be bad for shellac because it lowers the temperature of the room and the fuel cost of manufacturing rises and it is also stated the quality of shellac suffers. Ordinarily the factories have only one door for exit and entrance, and if there are other doors they are blocked with mud to prevent air entering in the cold season, although during the hot season they are opened up. The light in most sheds is natural light only, and in some cases the *bhattas* are located in dingy corners. Out of 33 sheds looked up, 22 had tiled roofs ; 8 had stone roofs ; and 3 tin roofs. Stone and tin roofs were not favoured by workers as causing more heat than tiled roofs. The floor was found to be generally *kachcha*, though in two cases, it was stone-paved. Women and children were both found working in the melting sheds. Out of 411 persons, enumerated in a hurried census, 91 were women and 18 children. This gives an average of 22 per cent. for women and 4.5 per cent. for children.

There are two particularly dirty places inside the shellac factories. Firstly, the washing shed and the dye-pit ; and secondly, the place where the *thaili* or cloth bag is squeezed out after shellac is extracted. In both these places, the smell is extremely foul. In the washing shed, water is filled once in 24 hours generally. The *rankariyas* have to stand in the *nands* (tubs) for hours at a stretch, crushing the seedlac with their feet, which develop sores consequently. The coloured water from the tubs is taken to a tank where it is allowed to stagnate for days ; this tank or dye-pit is one of the dirtiest places in the factory. No proper arrangements exist for disposal of the effluent. In three factories, it was passed on into the municipal drain ; in others it was allowed to flow into the neighbourhood.

The general sanitary conditions are very poor. The walls are seldom whitewashed ; the floors are not swept regularly ; the roofs (especially in the melting sheds) were covered with soot and dust. The whole atmosphere is filthy. There are seldom any latrines or urinals, in spite of the fact that women are employed. In one factory, there was only one latrine with a single seat for 150 workers, including women. Naturally, the workers never use it. Men preferred to go out into the fields ; female workers, on the other hand, cannot do this and were put to much inconvenience. There were hardly any arrangements for drinking water, and the workers helped themselves at the water taps meant for the tubs which were not very clean. The same taps are often used for bathing by workers. Barring one factory (which had a small enclosed space, 6 ft. × 9 ft.) there were no shelters for rest ; nor any creches for the children of working mothers. The exterior of the factories is as bad and unhealthy as the interior, the neighbouring space being often covered by refuse from the factory, while the municipal drains nearby are used for urination by workers and others and gave out stinking smell. The local

medical authorities or the municipality did not seem to give much attention to this state of affairs.

Hours of work.—There are no fixed hours of work anywhere ; nor are employers keen on punctuality, as the system of payment is piece-rate. Work in the melting section generally starts earlier than in the other sections, because it is more comfortable to work in the morning hours before the *bhattas*. The melters get one maund of seedlac in the morning and they go on working till this is finished. It takes between 6-1|2 and 8 hours to do this. The usual working hours thus are from 7 a.m. to 2 or 3 p.m. in winter and from 6 a.m. to 1 or 2 p.m. in summer. Workers generally cook their food in the factories, while the work is going on, and when this is ready, they relax for half an hour to eat it and to smoke the *hukkah*. In the washing section, the usual working hours are between 10 a.m. and 5 or 6 p.m. In the grinding section, where women are employed, the work begins at 10 or 11 a.m. and finishes by 6 or 7 p.m. There is rest interval as and when the worker needs it.

Welfare Activities.—There are no welfare amenities of any kind for the workers. The Labour Department of the U. P. Government have recently opened up a B-class Welfare Centre at Laldiggi, which possesses a liberary, a reading-room and a radio set and a homeopathic dispensary. There is also a Child Welfare Centre, where children are bathed and massaged, and are also medically treated when necessary and given free milk. Midwives under the supervision of a lady health visitor attend to delivery cases and give both prenatal and post-natal treatment. The Centre arranges picnic parties, musical concerts etc., as well. But the workers appeared to make little use of the facilities offered, probably because of the fact that the centre was located far away from the working-class quarters.

Housing.—There is not much housing provision at Mirzapur for the shellac workers who lived in the town *busties* and were also scattered in the neighbouring villages. The rents appeared to be lower than at Cawnpore, and single-room tenements are let out for Rs. 2 or 3 per month. The structure and sanitary conditions of these houses in Mirzapur are like those of houses in any other small town in North India and need no special description.

Trade Unions and Strikes.—There is a very strong trade union here called the Chapra Mazdoor Sabha which is affiliated to the Trade Union Congress. The membership is about 1,000, with a female membership of 175. The subscription is at the rate of 3 pies per Re. of the workers earnings, and in addition the Union gets 3 pies per *bhatta* working per day. The Union runs a small liberary and reading-room, and has a *Bikar Fund* (loan fund) for the benefit of sick and unemployed workers. It represents the workers at conciliation proceedings. In January 1941, the question of *dasturi* payment to the *jamadar* was settled and in October 1941 a *panchayat* board was established for settlement of disputes between the Union and employers. In March 1942, the question of fixation of wages was decided, and it was agreed that there should be two holidays (*ekadasi*) every month in addition to 13 days per annum for religious festivals. There have been several strikes, and generally the result has been favourable to workers.

PART III.

Chapter VII.—Summary and Conclusions.

India holds a virtual monopoly in the production of lac which is a resinous substance secreted by an insect on the branches of certain trees which are called its " hosts ". Stick lac, seedlac and shellac are successive stages in the

utilisation of this resin. The main lac-producing regions are Bihar, the C.P., the U. P., Bengal and Assam, and certain States. The manufacturing industry is also located in the same areas. Bihar produces 68 per cent. of the total stick lac, C. P. and Central India about 17 per cent., Assam 3 per cent., and other areas 12 per cent. As regards shellac production, Bihar again leads, while the U.P., Bengal and C.P. follow in a descending order of importance. The shellac industry is of very great importance to India, in view of the monopoly which she holds and also in view of the extensive use of the material in plastics and other industries.

Labour conditions in the shellac manufacturing industry broadly illustrate the position of labour in medium-scale, unorganised cottage industries. The conditions are not so commendable as often imagined. Barring a few of the powerusing factories of Calcutta, it can be roundly stated that no labour law is properly respected in this industry ; nor have the relevant Acts been enforced to a desirable extent. In particular, the Employment of Children (Amendment) Act, 1939, which applies to all shellac factories, whether regulated or unregulated, is openly infringed in most places. The main difficulty here as elsewhere appears to be that the inspection staff of Provincial Governments is wholly inadequate for enforcing labour laws. Even in the Central Provinces where a special Unregulated Factories Act has been passed to deal *inter alia* with shellac factories, enforcement appears to be poor owing to this reason.

The total employment in the seedlac and shellac industry is estimated at between 25,000 and 30,000, but this is subject to violent fluctuations. Shellac is a key material of industry, and external demand is dependent upon cyclical vagaries and temporary spurts due to war. The great problem of the industry is to stabilize prices, employment and trade.

In Bihar, the principal producing province, the average daily number of workers engaged in the factories and *bhattas* was about 12.000 to 13,000. The concerns are not perennial in the sense that they work throughout the year, nor seasonal in the sense that they work in a particular season. They simply work as and when stick lac and seedlac are available. There is no difficulty in recruiting labour which is available at the gate. There are no records or registers of employment in the smaller workshops ; even in the registered factories at Jhalda the records were found defective. Both labour turnover and absenteeism are high mainly because of the unorganised and seasonal nature of the industry. The industry generally maintains its rural traditions ; there is no training of apprentices, no system of graded promotions, no holidays with pay, no leave and no fines. Wages have risen by as much as 150 per cent. at Balrampur and by about 95 per cent. at Jhalda. The Karigar and his helpers are paid jointly, about Rs. 3 per day, and the wages are shared by them roughly in the proportion of 50 (karigar) : 35 (betwaya) : 15 (pherwaya). In washing and crushing sections also, wages have gone up considerably. Coolies and women labour is, however, still quite cheap, the wage-level ranging from 5 as. to 12 as. per day, in spite of a rise in the cost of living.

In Bengal, the industry is mainly large-scale factory industry and the factory of the Angelo Bros. Ltd. is the biggest of its kind in India. The number of factories in 1939 was 7, but at the time of investigation only 4 were working, employing about 1,000 workers. Production of shellac in these factories is by means of both mechanical and manual processes. Recruitment of labour is through *sardars*. Labour turnover and absenteeism are on the whole low, but owing to war time conditions, there has been a tendency for

both to go up. The joint wages of melters here are somewhat lower, Rs. 2-14-0 per maund of seedlac. The increase has, however, been 119 per cent. since the war, though it is much lower, about 60 per cent., in the case of seed-cleaners and coolies. Barring one factory, where the plant is a continuous-process plant, and where there are three straight shifts of 8 hours each, the ruling system is that of signal shifts of 8 or 9 hours. Sanitary conditions in the smaller factries are far from satisfactory. The Angelo Brs. Ltd. has its own dispensary and a Provident Fund but barring this, welfare activities are conspicuously absent. No housing accommodation is provided.

Goudia is the most important centre in the Central Provinces and employs nearly 2,000 persons. The total employment in shellac manufacture in the Province as a whole should not exceed 4,000. The skilled workers have been imported from other places, particularly Mirzapur in the U. P. Here as in most other Provinces, the industry is run on cottage industry lines. Owners complained that mechanisation in Calcutta led to lowering of cost-enabling the Calcutta firms to buy raw lac at high prices and sell shellac at competitive rates. The joint wage for melters here is Rs. 3-4-6 per maund (in the case of shellac) and Rs. 3-8-0 (in that of button lac). This is divided between the three parties, *karigar, belwaya* and *pherwaya* in the proportion of 47 : 38 : 15. The pre-war rate for shellac was Rs. 1-12-0 per maund, which shows that wages have gone up by 88 per cent. or so. The coolie's wage rate has gone up more from As. -|4|- to As. -|8|- or -|10|-, i.e., by 100 to 150 per cent. Working conditions are not very satisfactory in these factories, ventilation and sanitation being extremely poor. There are hardly any welfare activities, but housing has been provided by a few of the employers in the form of single rooms provided in a row on one side of factories. There is a registered trade union, which is quite active, though there have been no strikes so far. The C. P. Unregulated Factories Act which applies to shellac factories is not being properly enforced or respected.

The industry in the United Provinces is mainly located at Mirzapur, which has a long history behind it. Here about 2,000 workers are employed Recruitment is made through salaried *jamadars* who also get their *dasturi* at 3 pies deducted from wages of workers. The joint wage (net) is Rs. 3, which is divided as follows : *karigar*, Rs. 1-6-0, *belwaya*, Rs. 1-2-0 ; and *pherwaya* As. -|8|-. The pre-war rate was Rs. 1|8|- (joint) which shows that there has been an increase of 100 per cent. since 1939. This increase has been brought about in three stages by the action of a trade union which is functioning quite successfully. Other wage rates have also gone up correspondingly. Extreme heat, lack of ventilation and insanitary conditions may work inside the factories very taxing and tedious. There are no fixed hours of work, no housing and no welfare amenities, except that the U P. Government have recently opened up a B-class Welfare Centre in the neighbourhood for labour in general. There is a powerful trade union functioning.

To conclude, it may be stated that labour conditions in the shellac industry are at present as unsatisfactory as they have been all along and the passing of legislation, whether general or particular, has had no effect worth mentioning on the industry. There is no doubt that some sort of factory legislation along the lines of the C.P. Unregulated Factories Act is essential, but more important than this, it is necessary to enforce it properly and this implies the establishment of full-strength inspectorates in the Provinces. The future of the industry is quite bright, but State action designed to establish shellac-using industries in India would hasten prospects of employment and welfare.

B. P. ADARKAR.

SIMLA,
The 11th May 1945.

APPENDIX I.

Number and location of factories and bhattas.

Province	District	Important Manufacturing Centres	Total No. of factories	Total No. of *Bhattas*
Bihar	Manbhum ..	Jhalda, Purulia, Chandil, Balrampur	111	1,339
,, ...	Singhbhum ..	Chaibasa, Chakradharpur	10	163
,, ...	Ranchi ..	Ranchi, Thulin, Murhu, Bundu ..	68	712
,, ...	Palamau ..	Daltonganj, Gharwa, Latehar, Chandwa-Tori	27	479
,, ...	Santhal Parganas.	Pakur, Kotalpakur	34	604
,, ...	Gaya ..	Raniganj, Imamganj, Sherghati ..	24	151
Central Provinces and Berar.	Bhandara ..	Gondia	9	175
,,	Bilaspur ..	Kota	7	
		Pendra	5	
		Champa	2	
,,	Raipur ..	Dhamtari	1	
		Naila	1	
,,	Jubbulpore ..	Jubbulpore	2	
		Katni	1	
,,	Nimar ..	Burhanpur	1	
,,	Chhindwara ..	Seoni	2	
United Provinces ..	Mirzapur ..	Mirzapur	20	725
,,	Cawnpore ..	Cawnpore	1	25
Bengal	Murshidabad ..	Dhulian	6	75
		Nimtita		
,,	Malda ..	Malda		
,,	Calcutta ..	Calcutta	10	400
Punjab	Amritsar ..	Amritsar	8	60
		Hoshiarpur and others		
Central India ..	Rewa State ..	Umaria	1	45
Eastern States ..	Mayurbhanj State.	Rairangpur	1	40
		Total ..	352	4,993

(From the *Report on Marketing of Lac in India*, p. 161.)

APPENDIX II.

Main Provisions of the Central Provinces Unregulated Factories Act of 1937, and of Rules thereunder.

This Act is intended to provide for the welfare of labour in factories to which the Factories Act of 1934 does not apply and to regulate the labour of women and children in the Central Provinces. According to this, an "unregulated factory" means any place wherein fifty or more workers are employed or were employed on any day of the preceding twelve months, and wherein bidi-making, *shellac manufacture*, or leather-tanning is carried out. Mines are exempted from its provisions. The Provincial Government may also by notification declare any place or class of places carrying on a manufacturing process or handicraft and where not less than 25 persons are or were employed on any day during the twelve months previous to the notification, be unregulated factories under this Act.

The Provincial Government may appoint Inspectors for administering the Act for certain localities, and these officers have power to enter unregulated factories or places which are believed to be capable of being declared as such, and examine the place or any registers kept there, or take the evidence of any persons he deems necessary for administering the Act, or exercise any other power necessary for this purpose. The Inspector has to inspect every factory within his area at least once a year, or further if necessary to satisfy himself that the provisions of the Act and of the rules and orders thereunder are being duly observed. He has to satisfy himself that the provisions and the rules made for securing the health and safety of operatives, the limits regarding hours of work and provisions for periodical stoppages of work and holidays are observed, that the children employed are duly certified, and that all registers are kept properly and up-to-date. At each inspection the defects observed have to be noted in an inspection book along with suggestions and orders for their removal, and the Inspector has to varify at subsequent inspections how far these have been rectified. A copy of the note on defects and orders for remedial action should be sent to the Chief Inspector of Factories and one to the District Magistrate. The Inspector is also expected to report to the Chief Inspector the existence of places which may be brought under the Act in his area, on which the Chief Inspector should send a notice to the occuppier, placing the factory on the register of factories.

The Provincial Government may also appoint such qualified medical practitioners as it thinks fit to be certifying surgeons for the purposes of the Act within specified local limits. Such a certifying surgeon has to examine any child (i.e., a person under 14 years of age) who has completed his tenth year, at the request of the child or its parent or guardian or the Manager of a factory, and if he finds the child fit for employment in the whole or in any part of the work of the factory, grant a certificate of fitness in a prescribed form, stating the age of the child as nearly as could be ascertained. The surgeon has power to refuse the certificate, or revoke any already granted, but in such a case he has to state his reasons in writing. An Inspector can order that a child already certified and employed in a factory shall cease to be employed until he has been re-examined and found fit by the surgeon. A certifying surgeon is also vested with power to enter and examine factory premises for this purpose, and record a note in the inspection book dealing with the results of his visit, a copy each of the note being sent to the District Magistrate and to the Chief Inspector of Factories. Certified children have to wear tokens while at work. The employment of children is prohibited unless they are certified according to the above provisions.

The Act lays down that factories shall be kept clean and free from effluvia, shall be ventilated according to prescribed standards, and that adequate measures be taken to prevent injury to the health of workers from gas, dust, or other impurity generated in the course of work. It also provides for prescribing the minimum cubic feet of space and floor areas necessary for workers, the number of latrines and urinals to be provided separately for men and women, the provision of water for washing and drinking and of means of escape in case of fire. It lays down that a factory should be sufficiently lighted, and that the Inspector may direct the occupier of a factory to take certain measures to light the factory properly, or to prevent danger arising to human life or safety from the condition of the factory or the nature of work carried on there. The presence of children under ten years in the factory may also be prohibited. Suitable rules have been framed prescribing the standards of provision to be made for all the above purposes.

The Act provides for the limitation of daily working hours to 10 for male adults, 7 for children and women. Children are to be employed only between 8 a.m. to 12 noon and 1 p.m. to 5 p.m., and women are not allowed to work before sunrise or after sunset. Periods of work are to be so fixed that no period shall exceed 5 hours, and that a rest interval of at least half an hour is provided after such work. A holiday has to be compulsorily given after six days of consecutive work. Children are prohibited from working in two factories on the same day, or working overtime, or taking work home after working in a factory. The other sections of the Act provide for the giving of notice before commencement of work, the maintenance of registers in a proper form, the displaying of abstracts of the Act, the submitting of periodical returns, etc. Provision is made for penalties and punishments for non-observance of the provisions of the Act or the rules thereunder, or for other offences under the Act.

According to the Rules under the Act, a minimum ventilation space of four square feet per person, a minimum floor area of 25 sq. feet in the furnace room and 12 sq. feet elsewhere in a lac factory, and a minimum space of 500 cubic feet per worker in the furnace room and 200 cubic feet elsewhere have been prescribed as necessary. Proper latrines of approved designs have to be constructed at the rate of one seat for every 50 workers or fraction thereof, and separate latrines have to be constructed for women. In addition, a urinal has to be provided for every 100 male workers or fraction thereof. The rules also prescribe the forms according to which registers are to be maintained.

APPENDIX III.

TABLE 1.

Wages and Earnings in a Modern Factory (Bengal).

Name of Occupation.		Piece or Time	Basic Wage earned (Excluding overtime)			Gross Earnings including basic wages, overtime allowances, bonuses, etc.			Net earnings (Gross earnings minus deductions).		
			Maximum Rs. AS. PS.	Minimum Rs. AS. PS.	Average Rs. AS. PS.	Maximum Rs. AS. PS.	Minimum Rs. AS. PS.	Average Rs. AS. PS.	Maximum Rs. AS. PS.	Minimum Rs. AS. PS.	Average Rs. AS. PS.
Mistries	Men	Time	30 10 0	19 15 0	25 12 0	49 3 6	31 12 6	39 8 6	47 3 6	29 8 0	38 4 0
Tindal	,,	,,	24 4 0	22 12 0	25 1 3	41 0 0	22 12 0	34 10 6	39 6 0	21 5 0	33 1 9
Carpenters	,,	,,	39 13 6	21 6 0	28 15 9	53 4 6	25 5 0	34 10 6	50 12 6	25 5 0	34 1 6
Welder	,,	,,	45 8 0	45 8 0	45 8 0	50 5 0	50 5 0	50 5 0	47 9 0	47 9 0	47 9 0
Turners	,,	,,	49 13 6	2 15 0	29 2 0	50 5 6	3 6 6	40 4 0	80 3 6	3 6 6	39 7 0
Machinemen	,,	,,	34 8 0	16 12 0	25 9 0	44 4 0	16 12 0	31 9 0	44 4 0	16 12 0	31 5 3
Operatives on Roller	,,	,,	25 5 0	18 6 0	20 4 0	41 4 0	28 6 0	31 8 0	39 11 0	27 14 0	30 14 3
Washing Coolies	,,	,,	23 7 0	10 10 0	18 10 0	34 11 0	14 5 6	28 0 0	33 4 0	14 5 0	27 1 0
Electricians	,,	,,	45 0 0	37 8 0	41 0 0	64 1 0	55 9 6	59 12 0	61 9 0	55 9 6	58 6 0
Cobblers	,,	,,	31 11 6	30 15 0	31 5 0	56 9 6	52 7 0	54 5 0	54 8 6	50 8 0	52 8 0
Tinsmiths	,,	,,	34 6 0	11 10 0	23 0 0	47 1 0	17 14 0	32 8 0	44 15 0	16 15 0	30 10 0
Store coolies	,,	,,	37 8 0	16 10 0	27 9 6	59 1 0	27 2 0	46 0 0	56 11 0	27 2 0	44 9 0
Jute Moulding Coolies ..	,,	,,	20 10 0	14 0 0	17 14 0	33 15 6	19 7 0	28 1 0	32 15 6	19 7 0	27 13 0
Kiree drying Coolies	,,	,,	17 1 0	16 14 0	16 15 6	29 9 6	25 3 6	27 14 0	29 9 6	25 3 6	27 14 0
Seed lac cleaning Coolies ..	,,	,,	23 7 0	17 8 0	20 8 0	35 6 0	23 13 0	30 12 0	33 15 0	23 11 0	29 13 3
Drying Coolies	,,	,,	20 13 6	15 10 0	18 10 0	32 14 6	24 2 6	29 5 0	31 9 6	24 2 6	28 9 0
Tailors	,,	,,	16 2 0	12 7 6	14 4 9	20 14 6	17 13 6	19 6 0	19 15 6	17 1 6	18 8 6
Disintegrator Coolies	,,	,,	22 8 0	17 8 0	19 11 6	35 7 0	27 5 0	30 7 0	35 7 0	27 5 0	30 7 0
Apprentices	,,	,,	16 4 0	3 2 0	12 11 0	24 13 6	3 2 0	19 3 6	24 13 6	3 2 0	19 3 6
Jute Coating Coolies	,,	,,	18 12 0	15 7 0	17 7 0	32 10 6	22 6 6	28 7 6	32 10 6	22 6 6	20 7 6
Wax Plant Coolies	,,	,,	18 6 0	1 5 0	12 14 0	32 4 0	1 12 0	27 11 0	32 4 0	1 12 0	27 11 0
Vicemen	,,	,,	45 15 0	3 0 0	24 9 6	69 11 0	3 0 0	35 8 6	66 13 0	3 0 0	34 1 3
Boys	,,	,,	18 2 0	1 0 0	11 5 0	28 2 6	1 9 0	17 9 0	28 2 6	1 9 0	17 8 0
Main Engine Men	,,	,,	30 0 0	7 0 0	24 6 0	46 14 6	11 4 6	37 0 0	45 1 6	10 13 6	36 6 0
New Plant Coolies	,,	,,	26 4 0	11 11 0	19 10 6	40 1 0	15 13 0	30 5 0	38 13 0	15 13 0	30 1 0
Women workers (see Cleaners) ..	Women	,,	12 8 0	3 4 0	9 3 0	20 10 0	6 0 6	15 7 3	19 14 0	5 12 6	14 14 6
Main Engine Men	Men	,,	30 0 0	7 0 0	24 6 0	46 14 6	11 4 6	37 0 0	45 1 6	10 13 6	35 6 0
Firemen	,,	,,	20 10 0	17 13 0	20 0 0	36 3 6	27 14 6	32 12 3	36 3 6	27 14 6	32 8 6

APPENDIX III.

TABLE 2.

Wages and Earnings in the Smaller Units (Bengal).

Name of Occupation	Unit	Piece or Time	Basic Wage Earned			Net Earnings			Wages refer to
			Maximum	Minimum	Average	Maximum	Minimum	Average	
Crusher	1	Time	19 0 0	18 0 0	18 2 8	31 0 0	30 0 0	30 2 8	One month (*a*)
	2	Piece	3 4 6	3 4 6	3 4 6	3 4 6	3 4 6	3 4 6	,, fortnight (*c*)
	3	Time	19 0 0	18 0 0	15 12 0	31 0 0	30 0 0	27 4 0	,, month (*b*)
	1	Time	7 14 0	7 14 0	7 14 0	7 14 0	7 14 0	7 14 0	21 days (*c*)
Seed Cleaner	2	Time	4 11 0	3 12 0	4 4 9	4 11 0	3 12 0	4 4 9	One fortnight (*c*)
	3	Time	15 8 0	1 8 0	4 13 0	15 8 0	1 8 0	4 13 0	,, month (*c*)
Washer	2	Piece	7 7 0	2 14 9	5 15 0	7 7 0	2 14 9	5 15 0	,, fortnight (*c*)
	1	Piece	14 1 0	4 7 0	10 0 0	14 1 0	4 7 0	10 0 0	,, week (*c*)
Bhatta mistry	2	Piece	16 10 9	2 10 9	9 0 0	16 10 9	2 10 9	9 0 0	,, fortnight (*c*)
	3	Piece	14 1 0	4 7 0	10 0 0	14 1 0	4 7 0	10 0 0	,, month (*c*)

(*a*) Net earnings include bonus.
(*b*) Net earnings include a grain allowance of Rs. 12-0-0 p.m.
(*c*) No bonus or allowance paid.

Appendix IV.

A Glossary of Indian Terms.

Aghani.—Lac crop grown during the season, November-December.

Baisakhi.—Ditto during April-May.

Belwaya.—Man who spreads the molten lac on the porcelain cylinder and stretches it into thin sheets.

Bhangandar.—Man who crushes the stick lac in hand mills.

Bhatta.—An oven used for melting seedlac.

Bustee.—A slum.

Chakrighar.—The crushing section.

Chapriha.—Man who tests shellac sheets.

Danaghar.—The sieving section.

Dasturi.—An illegal deduction of a commission paid by worker to *jamadar* or to the employer.

Ghans.—A sack of seedlac.

Ghansandar.—Man who washes the lac.

Ghongi.—Blocky lac which has to be crushed twice.

Ghongighar.—Place where *ghongi* is crushed.

Jamadar.—A foreman.

Jethua.—Lac crop grown during the season, May-June.

Jhuri.—A basket.

Kamin.—A woman worker.

Karigar.—Literally, a skilled worker. Man who does the melting of seedlac in front of the *bhatta.*

Katki.—Lac crop grown during October-November.

Khalifa.—Tailor who sews the cloth bags in which seedlac is melted.

Kharcha.—An advance of money.

Kusmi.—Same as *aghani.*

Mahajan.—A money lender.

Manjandar.—Same as *ghansandar.*

Molammaghar.—Place where *molamma* (fine dust-like substance obtained from stick lac and seedlac is prepared.

Muni.—A coolie.

Nand.—A tub in which stick lac is washed.

Parkhaiya.—Same as *chapriha.*

Pherwaya.—Worker who twists the cloth bag containing seedlac over the *bhatta* during the melting process.

Rankariya.—Same as *ghansandar* or *manjandar.*

Sardar.—A recruiting agent or supervisor.

Tahi.—A packet of shellac sheets.

Appendix V.

Total Employment in the Shellac Industry.

Figures of employment given in the *Statistics of Factories* cover only a small section of the industry which is subject to the Factories Act. As the following table shows, the total number of factories registered under the Factories Act, has been near about 20, while the employment has fluctuated between 1,658 and 2,718, during the period 1929-43.

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TABLE 1.
Number of Factories and of Workers.
(covered by Factories Act).

Year.	Number of Factories					Number of Workers				
	Bengal		Bihar		Total	Bengal		Bihar		Total
	Seasonal	Perennial	Seasonal	Perennial		Seasonal	Perennial	Seasonal	Perennial	
1929	..	4	..	15	19	..	952	..	1,432	2,384
1930	..	4	..	13	17	..	740	..	1,205	1,945
1931	..	5	..	16	21	..	564	..	1,466	2,030
1932	..	3	..	15	18	..	437	..	1,221	1,658
1933	..	3	..	15	18	..	452	..	1,213	1,665
1934	..	4	..	15	19	..	590	..	1,470	2,060
1935	1	5	13	..	19	52	611	1,255	..	1,918
1936	1	5	13	..	19	61	756	1,667	756	2,423
1937	1	6	13	..	20	195	892	1,493	..	2,580
1938	1	5	15	..	21	44	735	1,741	..	2,520
1939	..	7	15	..	22	..	1,012	1,627	..	2,633
1940	..	7	15	..	22	..	880	1,455	..	2,335
1941	..	7	18	..	25	..	921	1,797	..	2,718
1942	..	4	17	..	21	..	728	1,070	..	1,798
1943	a	a	a	a	..	..	771	1,347	..	2,118

(*a*) Notavailable.

A large majority of workers, however, consists of workers engaged in the cottage industry and this can only be estimated within wide margins of error. There are two main points to be remembered in this connection : one, that the industry is seasonal and many factories and *bhattas* remain idle during the off-season as well as off and on ; and two, that almost all factories produce both seedlac and shellac and often sell them separately, while much of the seedlac is exported. Proportionately shellac produced is larger in bulk but seedlac manufacture is also done on a fairly large scale—large enough to be a factor which cannot be neglected in our estimate. There may be two methods available to work out the probable figure of employment. Firstly, we may work on the basis of the number of *bhattas*, assuming three men to be employed directly in the melting process and an equal number of persons employed in the ancillary processes of making seedlac and sieving and cleaning the seedlac necessary to run one *bhatta* daily. On this basis we get an approximate total employment of 6 × 5,000 or 30,000 persons. The other method would be to work on the basis of total annual production of seedlac and shellac.

Thus, annual production of seedlac = 10,000 tons.

(Cf. *Report on Marketing of Lac*, p. 37, which gives an annual average of 9,150 tons for the period 1934-39).

Number of workers required for producing 3 mds. of seedlac in a day .. = 5

Number of average working days in a year .. .. = 200

∴ Total number of workers engaged in seedlac manufacture

$$= 10{,}000/1 \times 5/1 \times 28/3 \times 1/200 = 2{,}333.$$

Similarly,

Total average production of shellac .. .. = 25,000 tons

Number of workers required per day to produce 2 maunds of shellac.. .. = 13

Average number of working days in a year .. .. = 200

∴ Total number of workers engaged in shellac manufacture

$$= 25{,}000/1 \times 13/1 \times 28/2 \times 1/200 = 22{,}750.$$

Adding another 5,000 workers for incidental processes such as coolie work, sieving and cleaning, etc., the total would be about 27,750.

We can, therefore, safely state that the probable employment in the industry lies between 25,000 and 30,000[1].

[1]I am indebted to Mr. A. K. Thakur of Lac Research Institute, Namkum, Ranchi for valuable suggestions in making the above estimates, though the responsibility for them is wholly mine.

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LABOUR INVESTIGATION COMMITTEE

GOVERNMENT OF INDIA

REPORT

ON

AN ENQUIRY INTO CONDITIONS OF LABOUR IN THE SILK INDUSTRY IN INDIA

BY

S. R. DESHPANDE

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PREFACE.

The Tripartite Labour Conference at its meeting in September 1943 recommended the setting up of machinery to investigate questions of wages and earnings, employment and housing, and social conditions generally, with a view to provide adequate materials on which to plan a policy of social security for labour. In pursuance of that resolution, the Labour Investigation Committee was appointed by the Government of India by Resolution No. L.4012, dated the 12th February 1944 to carry out the investigations. The Committee was instructed to extend its investigations generally to all industrial and semi-industrial labour covered by the Royal Commission on Labour in their Report, with the addition of certain other categories. The Committee was asked by the Government of India to decide in each case the most suitable manner of conducting the enquiry. The Government, however, considered that the method of enquiry should not merely consist of sending out questionnaires to Government agencies and Employers' and Workers' Associations, but should also comprise specific enquiries in individual concerns based on representative sampling.

2. In India, in spite of the quite comprehensive enquiries made by the Royal Commission on Labour and a few Committees appointed by the Provincial Governments, there have remained large lacunae in regard to information on labour conditions in several industries. In particular, broadly speaking, the method of direct enquiry on the spot has not been adopted on a sufficiently wide scale so as to cover the entire industrial structure. Moreover, certain industries, like cotton textiles and coal mining, have received greater attention than others, and even as regards these industries, comprehensive information on an all India basis has not been available. With a view to making up this deficiency as well as to bringing the available information up to date, the Committee decided that *ad hoc* surveys should be carried out in various industries so as to secure a complete picture of labour conditions prevailing in each : The following industries were selected for the purpose :—

A. *Mining*. (1) Coal. (2) Manganese. (3) Gold. (4) Mica. (5) Iron Ore. (6) Salt.

B. *Plantations*. (7) Tea. (8) Coffee. (9) Rubber.

C. *Factory industry*. (10) Cotton. (11) Jute. (12) Silk. (13) Woollen. (14) Mineral Oil. (15) Dockyard. (16) Engineering. (17) Cement. (18) Matches. (19) Paper. (20) Carpet weaving. (21) Coir matting. (22) Tanneries and Leather Goods Manufacture. (23) Potteries. (24) Printing Presses. (25) Glass. (26) Chemical and Pharmaceutical works. (27) Shellac. (28) Bidi-making. (29) Mica Splitting. (30) Sugar. (31) Cotton Ginning and Baling. (32) Rice Mills.

D. *Transport*. (33) Transport Services (Tramways and Buses). (34) Non-gazetted Railway Staff.

E. *Other types of labour*. (35) Port Labour. (36) Municipal Labour. (37) Central P.W.D. (38) Rickshaw Pullers.

3. The main conception on which the *ad hoc surveys* have been based is that information should be collected on the spot by direct enquiry conducted with the help of the Committee's own staff and that this information should, as far as possible, conform to the sampling methods widely adopted in such work. Owing to great variations in the character of the different industries, however, there could not be a complete uniformity in regard to the methods which had to be adopted to suit the peculiarities of particular industries and centres. For instance while there are only a few centres and units in certain industries such as potteries, mineral oil, gold, etc., in other industries, such as

textiles, engineering, transport services, plantations, tanneries, bidi-making, etc., a very large number of centres and units in different provinces (and even States) had to be covered. Moreover, some of the industries are modern industries of the large-scale type, wherein factory legislation applies more or less entirely, while others are indigenous handicrafts or small-scale industries, where factory legislation is either inapplicable or partially applicable. Thus, information has not been uniformly available in advance as regards the size, location and ownership of industrial units, such as is necessary before decisions for sampling are taken. Consequently, the technique of representative sampling had to be modified and supplemented so as to obtain whatever information of a reliable character was available. As far as possible, however, in all industries important centres were covered. In each of these centres units were chosen on a sample basis, but it was possible in a few centres to cover all units. The final lists of centres of survey and individual establishments were made out in the light of the impressions gathered during the course of the preliminary tour and in consultation with local authorities. The guiding principle in the selecction of centres of survey was to make the survey regionally representative so as to discover differences in the conditions of labour in the same industry in different parts of the country. The selection of individual concerns was generally based on considerations, in order of importance of (a) size, (b) ownership (private or limited) and (c) whether subject to statutory regulation or not. In this connection it may be stated that the Committee were greatly handicapped in sampling the units owing to the lack of complete information regarding location and number of units in the selected industries. Unfortunately there are no all-India employers' organisations in some of the organised industries, nor are the statistics maintained by the Central and Provincial Governments at all complete. Moreover, in certain unorganised industries, such as shellac, carpet-weaving, bidi-making, etc., owing to their very nature, no such information could have been readily available in advance. In certain cases, therefore, owing to these difficulties as well as transport difficulties and other exigencies, the sampling could not be fully adhered to. Nevertheless, the Committee have been anxious to gather in the maximum possible information on the limited time at their disposal and with a view to this, they have cast their net as wide as possible. The main instruments of the *ad hoc* survey were the Questionnaires. These were of two kinds :—(2) the main *ad hoc* survey questionnaire on points likely to be common to all the industries surveyed, and (b) supplementary and special questionnaires in respect of certain industries, such as plantations, mines, railways, rickshaw pullers, port labour, municipal labour, glass, shellac, mica, etc. The main questionnaire was accompanied by a tabular form for entering wage data and this was used wherever possible. In the case of certain surveys, however, such as salt, paper, cotton, woollen and jute textiles, dockyards, silk, cement and gold mining, it was possible to conduct a wage survey on a sample basis. The chief method of collection of data was by personal investigation of industrial establishments, examination of their records and contact with labour in factories and homes. The information thus collected was supplemented and checked with replies to the Questionnaires received.

4. For the purpose of conducting enquiries, a sufficiently large field staff, consisting of 16 Supervisors and 45 Investigators, was appointed. Before the commencement of field work, all the Supervisors (with the exception of those working in Bengal) were called to the Committee's headquarters at Simla and given detailed instructions on the technique and scope of the enquiries to be conducted by them, the manner in which they were to submit their data, and the centres and units which they were to investigate. In addition, both Supervisors and Investigators were provided with written instructions regarding the

use of questionnaires, sampling of concerns (where this could not be done in advance), filling of the wage forms, etc. In particular, they were asked not only to collect information on the spot but also to draw upon every other possible source of information. In doing so, they were required to distribute copies of the questionnaires in the centres assigned to them not only amongst the sampled units but also amongst Employers' and Workers' associations in the industry and such other associations and individuals as were likely to be interested in the subject. They were also asked to get into touch with officials of Central and Provincial Governments connected with labour and obtain such facilities as might be necessary in doing their work.

5. As far as the field work in Bengal was concerned it was done by the staff of the Committee under the guidance and supervision of the Labour Commissioner, Bengal, and his subordinate officers. Members, however, paid visits to selected centres and units in Bengal to obtain first-hand knowledge of local labour conditions.

6. The Committee's survey covered all Provinces with the exception of the North-West Frontier Province where none of the Industries selected for survey was sufficiently important. It extended to many of the Indian States also, such as Kashmir, Patiala, Gwalior, Baroda, Mysore, Sandur, Travancore, Cochin, Bundi, Indore and some of the States of the Eastern States Agency. No survey was undertaken in the Hyderabad State as that State preferred to appoint a Labour Investigation Committee, with terms of reference identical to those of this Committee, for enquiry into local labour conditions.

7. In dealing with the *ad hoc* survey work, several courses were open to the Committee :—(i) that the Committee, as a whole, to study each industry, (ii) that the surveys to be distributed region-wise and each Member put into charge of a region, and (iii) that each Member to be entrusted with a few surveys throughout India. With a view to speedy and efficient work, the third course was actually adopted. This departure from the usual procedure of the Committee as a whole dealing with thee work was necessary in view of the immensity of the task and the necessity of maintaining an all-India perspective. Moreover, it was felt that this procedure would enable Members to make a specialised study of labour conditions in individual industries in different parts of the country. It was also felt that the peculiar problems of industrial labour had more an industry-wise than a region-wise dispersion and that the procedure would be helpful to future legislation which has to take into consideration the diversified conditions of each industry. It will be seen, however, that in the Reports the factual material has been presented both on an all-India and on a regional basis.

8. Thanks and acknowledgments are due to provincial Governments, State Authorities, Labour Commissioners (and particularly the Labour Commissioner, Bengal), Directors of Industries, Chief Inspectors of Factories, Port Authorities, local bodies, employers' and workers' associations, managements of the units surveyed and all others who rendered help in the collection of the data presented in these Reports.

D. V. REGE, *Chairman.*

S. R. DESHPANDE
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B. P. ADARKAR

TEJA SINGH SAHNI,
Secretary.

ACKNOWLEDGMENTS.

Only two silk factories replied to the Committee's questionaire and the data incorporated in this Report had to be collected on the spot by the Supervisory and Investigating Staff of the Committee. I am grateful to them for their assistance in this matter. The Chief Director of Sericulture, Kashmir, assisted me in understanding the problems of the Silk industry in Kashmir and the Commissioner of Labour and his Assistant in Mysore State were also most helpful. To these officials my grateful thanks are due.

In the preparation of the final stages of this Report, I have received considerable help from my Supervisor, Mr. S. R. Sundaram, who has rendered invaluable assistance in checking up the statistical and other material.

PART I.

CHAPTER I.—INTRODUCTION.

Historial and economic background.—The manufacture of silk, the ' Queen of Textiles ' as it has been called, is one of the oldest industries in India and probably dates back to " somewhere near the beginning of the Christian Era ".[1] According to the Tariff Board's Report (1938), prior to the year 1875, the Indian Silk Industry was in a prosperous condition with an annual production of two million pounds of silk. The industry suffered a decline between the years 1875 and 1915 owing to the ravages of a silk worm disease known as Pebrine. During the early years of the 20th century, the industry was resuscitated and it flourished till the year 1928, when the prices of silk remained at remunerative levels[2]. Thereafter, the industry again fell on evil days and passed through trying times due mainly to fierce competition from Far Eastern countries such as Japan and China.

The industry, therefore, applied to Government for assistance and the Government of India referred the case of the industry for protection to the Tariff Board, first during 1933 and again in 1938. As a result of the recommendations of the Board, Government granted a certain measure of protection to the industry, which considerably assisted it in meeting foreign competition.

Production.—The bulk of the world's supply of silk, according to the Tariff Board, is produced in the East, Japan being by far the largest single source of supply and accounting for about 86 per cent. of the total. China and Italy between them produce about 12 per cent., while India's share comes to about 2 per cent. Before the present war[3], India could meet from her own production only half of her needs.

Branches of the industry and processes.—The peculiarity of the structure of the silk industry is that it does not involve merely the manufacture of goods from readily available raw material. As a matter of fact, five distinct stages are involved in it and it is from this background that its importance should be assessed. These stages are :—

(1) the cultivation of mulberry,

(2) the rearing of silk worms,

(3) reeling of silk from cocoons,

(4) twisting of yarn, and

(5) weaving of silk fabrics from silk yarn.

The following are briefly the principal operations in the manufacture of silk :—

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[1] Report of the Indian Tariff Board regarding the grant of Protection to the Sericultural Industry, 1933. Page 9.

[2] Report of the Indian Tariff Board regarding the grant of Protection to the Sericultural Industry, 1938. Page 1.

[3] Report of the Indian Tariff Board regarding the grant of Protection to the Sericultural Industry, 1933. Pages 52 and 132.

Mulberry.—The growing of mulberry, which is the food of silk-worm, is essentially an agricultural operation involving the ploughing of ground, planting of saplings, pruning, harvesting, etc. Mulberry cultivation is attended to by agriculturalists, most of whom are also silk-worm rearers.

Silk-worm rearing.—Silk-worm rearing is predominantly a cottage industry, subsidiary to agriculture. The silk-worms are of two kinds, univoltine and multivoltine. The former give only one crop during the year and the latter five or more crops.

Silk-worm rearing requires very careful attention at each stage. The eggs take ten days to hatch. Equable temperature, good ventilation, freedom from damp and hot sun light are the conditions necessary for the proper rearing of silk worms. The worms are reared on mats in the Punjab and Kashmir and on bamboo trays arranged on stands in Mysore, Bengal and Kollegal.

The young worms, on hatching out, are fed with finely cut tender mulberry leaves for ten days. The worm during its larval stage passes through five stages and five moults at the end of each of which it casts off its skin and grows bigger and bigger. At the end of the fourth moult, the worms begin to spin into cocoons. When they are ready to spin into cocoons they are mounted on spinning trays. The rearing of silk worms, as stated above, is carried on in the houses of rearers in villages.

Silk reeling.—The silk-worm rearers do not generally reel the cocoons, but sell them to professional reelers. Two kinds of reeling machines are used in silk reeling, viz., indigenous country charka and filature basins. Charka reeling is carried on largely in domestic establishments in villages but the quality of the out-put is poor. High grade silk is reeled in power-driven filatures.

The processes in silk reeling in filatures consist of (1) cooking of cocoons, (2) reeling, (3) knotting, (4) silk cleaning and examination, (5) waste preparation.

The filatures in Mysore, Kashmir, Jammu and Kollegal are equipped with reeling basins of the Italian type. A comparatively small number of basins in Mysore is of the French type. There are also a large number of basins of local manufacture in commission in these filatures.

The first process is the cooking of cocoons in boiling water, for softening the gum on the cocoons, which takes only a few minutes. The cocoons are then brushed for removing the coarse outer layers. The ends of silk filaments will then be accessible for reeling. The waste is removed and the cooked cocoons are placed in the reeling basins. Each reeling basin is fitted with four to eight jettebouts or porcelain buttons to catch the silk filaments. The silk filaments of 4, 6, 8, 10 or more cocoons, according to the denier of raw silk required, are passed through the jettebouts or buttons, in which the filaments are consolidated into one thread and this thread passes over two guide reels. The guide reels are so fitted that the thread passing over them gets twisted a number of times, thus squeezing out the gum and moisture and making the fibres more cohesive. This is called " croissure ". The thread so consolidated is finally passed over a third guide on to the " traveller " or " swift " where the silk thread is wound round. The silk is then removed from the reels and cleaned and examined by silk examiners. After examination, the silk is tested for tenacity, elasticity, winding quality, etc., and then folded and packed for

disposal. The silk waste which is obtained in reeling is properly dried and cleaned and sold as the raw material to Spun Silk Mills from which silk yarn is spun.

Throwing and twisting and weaving.—The raw silk cannot be used as such for weaving. It has to be converted into silk yarn by throwing and twisting. The threads are properly combined and twisted by these processes. The throwing is carried on either in separate factories or in Silk Weaving Mills as an adjunct. In the case of the hand-loom industry, the throwing is done by female members of the weavers' families.

The processes involved in silk weaving are very nearly the same as in cotton weaving.

Spun silk.—The silk waste obtained in silk reeling is converted to spun silk by a process of spinning similar to that of cotton.[1]

The whole industry, from the cultivation of mulberry to reeling and disposal of silk, is a State monopoly in the State of Kashmir. In Mysore, which is an important silk centre, though there is no State Monopoly, the development of the industry has all along been the special concern of the State and it has been spending over two lakhs of rupees annually over it. The industry in British Indian Provinces, *viz.*, Bengal, the Punjab, Assam and Bombay is carried on mostly by private enterprise. In Madras the Government owns two filatures.

Location and extent of the industry.—The silk industry is scattered all over India. The sericultural belt runs from the Punjab and Kashmir in the North to Madras and Mysore in the South, from Bombay in the West to Bengal and Assam in the East. The industry in each region has certain characteristic features in respect of mulberry cultivation and silk-worm rearing, due mainly to climatic differences. The mulberry silk-worm industry is confined to four districts in the Mysore State, four districts in Bengal, one taluk in Madras and certain tracts in Kashmir and Jammu State and a few villages in Assam and the Punjab.

Tasar silk-worm rearing is carried on in Bihar, Orissa, Central Provinces and the Mirzapur district in the United Provinces. The rearing of Muga worms is confined to Assam, and a few places in Bihar, Assam and Madras. But these domesticated worms are not so important commercially as the mulberry-fed worms.

Mysore, Kashmir and Bengal were the original homes of the Industry although just before the war, Bombay had acquired for itself the second largest position as a silk manufacturing centre in the country.

The principal raw-silk producing areas in India are Kashmir, Mysore, Bengal and Madras. The total number of silk-reeling basins was 7,840 in the year 1937-38, of which 7,136 were country-reeling basins (one basin each) and 704 power-driven basins. The total number of filatures was ten. During the period of war, *i.e.*, between 1939-1945, the number of power-driven reeling basis has increased from 764 to about 3,000.

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[1] Based on the description of Processes given in the Reports of the Indian Tariff Board regarding the grant of Protection to the Sericultural Industry, 1933 (Pages 83-4) and 1938 (Pages 12-13).

The total number of silk mills and silk filatures which stood at 11 employing about 1,979 persons in the year 1921, (9 in British India and 2 in Indian States) rose to 92 in 1939 employing 10,099 persons and their distribution in the different Provinces and States was as follows[1] :—

TABLE I.

Centre.	No. of Filatures and Silk Mills.*	Average daily number of workers.
British India—		
Bengal..	6	1,886
Bombay	44	2,275
Madras	7	697
U. P.	1	24
Sind	2	70
Delhi	1	36
Punjab	3	548
Bihar	3	177
States—		
Mysore	15	1,642
Baroda	1	30
Kashmir	6	2,551
Hyderabad	3	163
Total ..	92	10,099

The Second World War (1939-1945) which, while giving a fillip to the silk reeling industry, adversely affected the silk-worm rearing, and the silk-throwing and silk weaving industry in India for two reasons : centres of the industry which made silk yarn from cocoons were often dependent for the supply of their seed on foreign sources, notably France and Italy, and the manufacturers of silk were dependent for their yarn on China, Japan and Italy. When these sources of supply were cut off the industry was naturally in a bad way and many concerns which were previously producing pure silk have had to change-over to cotton or in the alternative to artificial silk.

From the available factory statistics (vide Appendix I) it would appear that in 1943 there were about 126 silk factories employing about 12,700 persons. These apparently include factories enggaed in the production of artificial silk fabrics as well. It is clear that the three most important centres of the industry are Kashmir, Mysore, and Bombay. In Kashmir and Mysore there is both silk reeling and weaving, while in Bombay there is silk weaving only.

Scope of the enquiry.—The present Report deals only with factories producing pure silk, that is silk filatures and silk throwing and weaving factories.** Most of these were engaged principally in the manufacture of parachute cloth for war purposes at the time of the Inquiry.

For purposes of this survey, thirty-one factories employing about 9,900

[1] Location of Industry in India, page 31.

* These presumably include artificial silk mills as well.

** Information was collected from certain factories in Amritsar manufacturing art silk. A note on this will be found in Appendix II.

workers or 77.9 per cent. of the total were covered as per details given below :

TABLE II.

Name of centre.	No. of units surveyed.	No. employed.
Kashmir	3 (2 weaving and 1 filature)	2,678
Mysore	5 (2 filatures, 1 weaving factory, 1 throwing factory, a spun silk mill and filature combined)	3,602
Bombay	3 (All weaving factories)	658
Madras *	2 (Filatures)	1,364
Bengal	6 (4 Filatures), 2 weaving factories)	418
Punjab	12 (All weaving factories)	1,220
Total ..	31	9,940

PART II.

REGIONAL SURVEY.

CHAPTER II.—KASHMIR STATE.

The whole of the silk industry in Kashmir State, from the cultivation of mulberry to reeling and disposal of raw silk, is a State monopoly and the Government has a large Department of Sericulture in charge of it. Silk-worm rearers are supplied with disease-free seed by the Department and the cocoons harvested by them are purchased at prices fixed by Government. The cocoons are reeled into silk at the Government Filatures in Srinagar and Jammu. Silk weaving, however, is not a State monopoly.

The centres of silk manufacture in the State are Srinagar and Jammu. There are in Srinagar three silk factories, two of which are owned by Government, while at Jammu there is one Silk Filature owned by the State authorities. In all, the number of persons employed in the Kashmir Silk Manufacturing industry (apart from hand-loom establishments) is 2,980.

For purposes of this enquiry, only the factories in Srinagar were surveyed.

Employment.—The Government Filature at Srinagar employs about 2,215 persons, while the Government Weaving Factory employs about 350 only. The third silk factory in Srinagar is a privately-owned concern employing about 113 persons only. Of the 2,678 workers employed in the three factories at Srinagar, 2,633 are men and 45 women. As there is no certification of children for employment in factories, no children have been shown in the above figures although a certain number of children are found working in these factories.

Recruitment is made directly by the Managements and there is no Labour Officer or any other agency for recruiting labour. Except in one concern where to a small extent contract labour is employed, labour is recruited and paid direct. Recruitment is usually made from among relatives of employees. The turn-over of labour in the Kashmir Silk Industry is not very high, being of the order of about 5 per cent.

Absenteeism is not strikingly high as compared to other industries and Provinces in British India. The absenteeism figure for the largest silk factory in Srinagar was only about 7 per cent.

Working conditions, hours of work and shifts.—The working conditions inside these factories appear to be satisfactory in spite of the fact that at the

* The location of the Industry published by the Office of the Economic Adviser to the Government of India, page 29.

time of the enquiry there was no labour legislation in force in the State of Kashmir.

Although the Factory Act has not been brought into force, the hours of work are not unduly long being usually about 8 per day, the spread-over being 9 hours. The hours of work are altered according to season, the work starting at about 8 o'clock in the morning from October to March, while it starts at 7 o'clock from April to September. All the three factories work more than one shift per day and in fact the filature works as many as three shifts per day in spite of the fact that it has not enough work for keeping the factory running throughout the month. There are no multiple shifts.

No Standing Orders have been framed for regulating the relations of the employers and employees. Workers are not classified as permanent and temporary and all have the same rights and disabilities.

One striking feature relating to the conditions of labour in the Government Filature at Srinagar is that owing to the conditions created by the War there is considerable under-employment, as the factory is not able to work throughout the month. As a matter of fact, this factory worked for only 167 days during the year 1943 and in one particular month the workers could find employment in it only for five days. The factory normally works only 8 to 10 days in a month due to paucity of cocoons. This naturally results in very considerable hardship to the workers concerned. It was, however, stated by the authorities that while surplus employment undoubtedly led to inefficiency and to an addition to the overhead costs, the problem of weeding out the surplus labour was difficult of solution because the workers in this factory were reluctant to be discharged and preferred partial employment for all of them to no employment for some of them, as during the off days they could go to their villages and look after their fields. The workers' representatives with whom this matter was discussed could also find no easy solution and reiterated what the management had stated that the surplus labour would not be willing to be discharged. In any case it is understood that this is a matter which is receiving the serious consideration of the authorities concerned.

Wages and earnings.—The basic wage rates in the Silk filature at Srinagar are as follows for the different occupations :—

	Rs.	A.	P.	
Cookers	0	7	0	per day
Reelers	1	0	0	per day
Knotters	0	8	6	per day
Silk Cleaners	0	10	0	per day
Waste Cleaners	0	7	0	per day

Unlike most other industries in the country, the basic wage rates have been increased in all the three factories at Srinagar since the outbreak of the war, by as much as 50 per cent. in two cases and 70 per cent. in one case. In addition, the two Government factories give a dearness allowance of 50 per cent. of the monthly wages earned by the workers. In the Government Weaving Factory the weavers are not given any dearness allowance. In order, however, to ensure production, those producing below a prescribed minimum are paid at a slightly lower rate.

A Wage Census was taken for the month of April 1944 in the privately-owned factory at Srinagar and for the Hindu month of Baishakh covering the period 13th April to 12th May 1944, in the two Government factories.

The following table shows the average daily basic wages and the average daily net earnings of workers in selected important occupations.

TABLE III.

Table showing wages and earnings in selected occupations.
Industry—Silk (Filature and weaving).
Centre—Srinagar.

Sl. No.	Occupation.	Shift.	Sex.	P * or T. †	No. of hours of work per shift.	Number of Workers.	Number of Samples taken.	Average daily Basic Wages earned. Rs. A. P.	Average daily gross earnings including over time, allowances and bonuses. Rs. A. P.	Average daily net earnings including over-time, allowances and bonuses. Rs. A. P.	Actual average net earnings in the wage period. Rs. A. P.	Average Basic wages earned in the wage period by samples with full attendance Rs. A. P.	Average net earnings in the wage period of samples with full attendance. Rs. A. P.	Number of working days in the wage period.
1.	Reelers 'A' Class	..	M	T	7¼	584	67	1 0 0	1 8 4	1 8 0	10 14 4	8 0 0	12 0 11	8
2.	Reelers 'B' Class	..	M	T	7¼	150	18	0 10 0	0 15 0	0 14 9	6 4 3	5 0 0	7 5 10	8
3.	Cookers 'A' Class	..	M	T	7¼	392	49	0 7 0	0 10 6	0 10 6	4 6 5	3 8 0	5 4 0	8
4.	Cookers 'B' Class	..	M	T	7¼	72	8	0 6 0	0 9 0	0 9 0	4 4 8	3 0 0	4 8 0	8
5.	Knotters 'A' Class—..	..	M	T	7¼	146	15	0 8 6	0 13 8	0 13 8	6 10 8	4 4 0	6 13 4	8
6.	Knotters 'B' Class—..	..	M	T	7¼	35	6	0 6 0	0 9 3	0 9 3	2 10 7	3 0 0	4 8 0	8
7.	Waste Cleaners 'A' Class ..	..	M	T	7¼	98	12	0 7 0	0 10 6	0 10 6	4 13 11	3 8 0	5 4 0	8
8.	Waste Cleaners 'B' Class ..	..	M	T	7¼	24	4	0 6 0	0 9 0	0 9 0	2 8 6	3 0 0	4 8 0	8
9.	Sorters 'A' Class	..	M	T	7¼	101	11	0 9 0	0 13 6	0 13 6	7 2 2	5 10 0	0 8 7	10
10.	Sorters 'A' Class	..	F	T	7¼	23	4	0 9 0	0 13 6	0 13 6	8 3 7	5 10 0	0 8 7	10
11.	Sorters 'B' Class	..	M	T	7¼	44	6	0 7 0	0 10 6	0 10 6	3 8 0	2 10 0	3 15 6	6
12.	Sorters 'B' Class	..	F	T	7¼	13	5	0 7 0	0 10 6	0 10 6	3 2 5	2 3 0	3 4 6	5
13.	Doublers— Factory No. A ..	..	M	T	6	4	4	0 12 11	0 12 11	0 12 11	23 6 6	24 7 0	24 7 0	30
	Factory No. B ..	..	M	T	7½	23	23	0 7 3	0 9 2	0 9 1	12 11 3	12 9 6	15 13 9	26
14.	Winders— Factory No. A ..	..	M	T	8	18	18	0 9 1	0 9 5	0 9 5	15 14 6	..	..	30
	Factory No. B ..	..	M	T	7½	33	33	0 7 8	0 9 8	0 9 8	14 12 5	13 0 0	16 4 6	26
15.	Twisters— Factory No. A ..	..	M	T	6	2	2	0 14 11	0 14 11	0 14 11	22 14 6	..	..	30
	Factory No. B ..	..	M	T	7½	39	39	0 6 8	0 8 4	0 8 4	11 10 5	11 10 4	14 10 5	26
16.	Warpers.— Factory No. A ..	..	M	T	6	16	16	1 5 2	1 7 8	1 7 8	41 6 0	54 10 6	65 6 0	30
	Factory No. B ..	..	M	T	8½	13	13	0 12 4	1 3 1	1 3 0	29 13 6	23 9 0	29 15 6	26
17.	Drafter— Factory No. A ..	..	M	T	6	2	2	1 3 6	1 4 7	1 4 7	21 4 0	..	..	30
	Factory No. B ..	..	M	T	8½	20	20	0 10 10	0 14 4	0 14 4	22 12 10	18 13 5	24 11 11	26
18.	Silk Cleaners— Factory No. A ..	..	M	T	6	2	2	0 12 2	0 12 2	0 12 2	21 5 0	..	..	30
	Factory No B ..	..	M	T	8½	110	14	0 10 0	0 15 10	0 15 10	7 7 0	5 5 0	8 10 3	8½
19.	Weavers	..	M	T	8½	45	45	0 11 3	0 12 11	0 12 11	14 12 6	22 2 0	25 8 9	26
	Weavers	..	M	P	8½	61	61	1 5 6	1 5 6	1 5 6	25 4 9	36 5 10	36 4 6	26

* Piece Rate.

† Time rate.

The above table is self-explanatory and does not need much comment. It has already been pointed out that in the silk filature at Srinagar, a most important factor to be cosidered in regard to wages is the number of days for which work is available to the worker. As will be seen from the table, the maximum number of days for which work was available to workers in certain occupations in which a very considerable number is employed such as cookers, knotters, sorters, etc., varied from 8 to 10 only in a full month. The basic wage rate for these occupations varies from As. 6 to As. 9 per day, while the average net earning varies from As. 9 to As. 0-13-8 per day. The actual average monthly earnings, however, for days during which work was available to them, were as low as Rs. 2-10-7 in the case of B class knotters, the highest being Rs. 7-2-2 in the case of A class sorters. As compared to the workers in the silk filature, those in the silk throwing and weaving units are in a happier position in the sense that they are able to get work if they choose to do it almost for a full month. Among these, special mention might be made of weavers. They generally tend only one loom. A fair proportion of the weavers are engaged on a time-rate, the system being that after a man has been trained he is put on to the piece rate. Including all allowances, a weaver putting in full attendance is, on an average, able to make about Rs. 36 per month only, although a very efficient and regular weaver can earn as much as Rs. 60 per month. In this connection it is pertinent to note that the hours of work per day vary a great deal from occupation to occupation, the minimum being 6 and the maximum 8½.

The wage period in these factories is a month.

Rewards and fines.—There is a system of rewards and fines in the Government Filature at Srinagar.

A schedule of rewards and fines furnished by the Officer in-charge of the Factory will be found in Appendix III.

Housing.—Neither of the two Government Factories, nor the private factory in Srinagar has provided any housing for the labourers. The labourers usually live in their own houses in the surrounding villages, only a small proportion living in the city itself. The houses are mostly *kutcha* structures with mud walls. It is, however, somewhat noticeable that although these are mostly *kutcha* huts they are fairly clean and quite well ventilated. The number of persons staying in a room of 10 feet is about 5.

None of these factories has undertaken any welfare work.

Trade Unions.—The labour movement is of recent origin in Kashmir State. So far as the Silk Industry is concerned, it was stated that membership of the unions was not confined to workers in the factories but was also extended to silk-worm rearers in the villages. The representatives of labour complained that the managements were irresponsive to their demands and did not even care to reply to their representations. It appeared, on the other hand, that the view of the managements was that it would be difficult for them to deal with Trade Union officials unless Trade Union affairs were conducted in a sane and sober fashion and the movement was led by responsible individuals. The main grievances, however, of the representatives of workers appeared to be that there was no Labour legislation in force in Kashmir State.

The Silk Industry is one of the most important industries in the Kashmir State providing as it does employment not only to those employed in the factories but also to those engaged in silk-worm rearing, mulberry cultivation, etc. From the wage figures given above, it will be seen that the majority of workers earn less than Re. 1 per day including all allowances and even so are

not able to get full employment throughout the month. None of the factories has undertaken any welfare work even to meet the most elementary needs of the workers, such as rest sheds and the general standard of living appears to be extremely low.

It is understood that the Kashmir Government have passed both a Factories Act and a Workmn's Compensation Act although these measures have not so far been brought into force.

CHAPTER III.—MYSORE STATE.

Among the sericultural and silk centres in India, Mysore State is undoubtedly the most important. Sericulture, it is reported, has been in existence in the State for over a century now. Mysore State produces about 50 per cent. of the Indian raw silk* and nearly five times as much silk as Kashmir, which is the next largest silk producing centre in the country. Although in Mysore, silk-worm rearing and silk reeling are not a State monopoly as in Kashmir, the development of the industry has all along been the special concern of the Government, which gives active assistance to persons engaged in the industry.

The State has, as pointed out by the Tariff Board of 1933,** an ' efficiently organised ', Sericultural Department and spends annually over two lakhs of rupees by way of assistance to the industry, and as a result of its active assistance since 1920, ' the face of the industry has changed '. The most notable work of the Department has been the supply of disease-free seed from the Government and aided grainages, the evolution of better-yielding cross breeds of silk worms, improvements in mulberry culture and instructions in better methods of rearing of silk worms and reeling of high-grade silk.

Sericulture is practised as a cottage industry subsidiary to agriculture in about 2,000 out of 19,000 villages in the State and about 75,000 families (as against 50,000 in 1939) derive income from mulberry cultivation and silk-worm rearing. It is estimated that including those engaged in silk reeling and connected branches, there are about two lakhs of families or nearly one-eighth of the population who are gainfully employed in this industry.†

According to the Return of Large Industrial Establishments in Mysore for 1943, there were 31 silk establishments in the State employing an average daily number of 3,826 persons, as against 28 concerns with a labour force numbering 1,669 in 1939.

During the course of the present enquiry the conditions of work and wages were studied in five of the concerns, 3 in Bangalore and 2 in Mysore. The average daily number of persons employed in these was about 3,600 or 72 per cent. of the total employed in silk factories in Mysore State at the time of the enquiry.

A Wage Census was also conducted in 12 out of the 31 silk factories on a sample basis for the month of January 1944, covering about 4,500 workers.

In the following section the conditions of work and wages in the silk establishments surveyed in Bangalore and Mysore have been dealt with briefly.

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* Note regarding Development of Silk Industry in Mysore issued by the Department of Sericulture—p. 2.

** Report of the Indian Tariff Board regarding the grant of protection to the Sericultural Industry, 1933—p. 33.

† Note on the Sericultural Industry and its organisation in Mysore (November 1939) page 1.

Employment.—With the exception of about a dozen factories, most of the silk factories in Bangalore are small concerns employing less than 100 persons. The number of employees in the three units surveyed in Bangalore was 1,852, of whom 1,134 were males, 631 females and 87 children. Of the two factories surveyed in Mysore, one is a filature employing 1,500 workers and the other a Government Silk Weaving Factory employing 250 workers. Nearly 60 per cent. of the operatives in the Filature are women.

It was reported that so far as silk industry in Mysore is concerned, there is an acute shortage of labour.

The labour employed in the Bangalore factories is drawn from the surrounding villages.

Both in Bagalore and Mysore, recruitment is made direct by the factories.

Abstenteeism both in Bangalore and Mysore varies from 12 to 30 per cent. It is usually due to sickness. It was also stated by some of the factory owners that there was a tendency on the part of the operatives to stay away from work if they obtained a more remunerative job outside as they often did.

It was noticeable that in the silk factories in Mysore, particularly in the Filature and the Government Silk Weaving Factory, a fairly large proportion of the employees, particularly women, consisted of what are known as Depressed Classes.

Working conditions, hours of work and shift.—The factories in Mysore State are subject to the Mysore Factories Act, and it is understood that, on the whole, the provisions of the Act are strictly enforced. Moreover, under the Mysore Labour Act, 1942, it is compulsory for all factories employing 100 or more persons to have Standing Orders regulating the relations between the employers and the employees. These orders cover questions in respect of employment, hours of work and shifts, holidays, leave, etc.

In all the factories surveyed, the working conditions inside relating to ventilation, sanitation, supply of drinking water, provision of latrines and urinals, etc. appear to be satisfactory.

Except in the Filature at Bangalore which works three shifts of 8 hours each in some of the departments, the other units have only a straight shift of 9 hours per day. In Mysore, however, in the Filature, there is only a single shift, the hours of work being 8 a.m. to 1 p.m. and 2 p.m. to 6 p.m. In the Government Silk Weaving Factory, there are two straight shifts from 7 a.m. to 3.30 p.m. and 3.30 p.m. till midnight with half an hour's interval. There is also a general shift for female workers, etc. from 8 a.m. to 12.30 p.m. and 1.30 p.m. to 6 p.m. There is no system of change-over in any of these factories.

Wages and earnings.—A wage census was conducted in 12 factories on the basis of a sample for the month of January 1944, and the following table summarises the results of the enquiry for principal occupations.

TABLE IV.

Table showing wages and earnings in selected occupations.
Industry—Silk. Centre—Mysore State. (Weighted averages.)

Occupations	Sex	P * or T. †	Number of Workers	Number of Samples taken	Average daily Basic Wages earned	Average daily gross earnings including over-time, allowances and bonuses.	Average daily net earnings including over-time, allowances and bonuses.	Actual average net earnings in the wage period.	Number working days in the wage period.
					Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	
1. Cocoon Sorters	M	T	12	7	0 4 1	0 8 7	0 8 7	10 7 2	Month of January, 1944. 26 working days in some factories and 25 to 27 days in others.
	F	T	132	53	0 4 3	0 7 8	0 7 8	8 1 1	
	C	T	43	10	0 3 3	0 7 9	0 7 9	7 14 6	
2. Cookers	M	T	401	68	0 4 0	0 8 4	0 8 4	8 3 0	
	F	T	390	70	0 4 0	0 7 9	0 7 9	7 13 11	
	C	T	125	27	0 3 6	0 8 3	0 8 3	7 7 2	
3. Knotters	M	T	108	38	0 4 3	0 7 8	0 7 8	8 13 8	
	F	T	69	23	0 3 10	0 7 6	0 7 6	7 10 2	
	C	T	48	12	0 3 3	0 6 11	0 6 11	5 4 7	
4. Silk Examiners	M	T	203	55	0 4 7	0 8 1	0 8 1	9 7 6	
5. Waste Preparers	M	T	73	18	0 4 2	0 8 11	0 8 11	9 12 9	
	F	T	29	8	0 3 9	0 6 0	0 6 0	6 3 3	
	C	T	15	15	0 2 7	0 4 11	0 4 11	4 2 7	
6. Basin Cleaners	M	T	62	22	0 5 2	0 10 0	0 10 0	10 9 0	
7. Shifters	M	T	31	12	0 4 6	0 9 3	0 9 3	10 11 1	

* Piece Rate.

† Time rate.

TABLE IV.—*contd.*

Occupation.	Sex.	P * or T. †	Number of Workers.	Number of Samples taken.	Average daily Basic Wages earned.	Average daily gross earnings including over-time, allowances and bonuses.	Average daily net earnings including over-time, allowances and bonuses.	Actual average net earnings in the wage period.	Number of working days in the wage period.
					Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	
8. Reelers	M	T	406	76	0 5 6	0 9 6	0 9 6	10 2 8	Month of January, 1944: — 26 working days in some factories and 25 to 27 days in others.
	F	T	443	86	0 4 11	0 8 7	0 8 7	9 3 11	
	C	T	28	10	0 3 7	0 5 3	0 5 3	6 14 7	
9. Warpers	M	T	17	8	0 9 2	0 13 7	0 13 7	17 2 9	
	C	T	3	3	0 6 6	0 7 6	0 7 6	11 11 4	
10. Twisters	M	T	196	47	0 6 11	0 10 4	0 10 4	14 1 4	
	F	T	57	11	0 5 8	0 8 11	0 8 11	10 8 7	
	C	T	15	4	0 4 0	0 5 1	0 5 1	5 1 0	
11. Doublers	M	T	16	7	0 6 9	0 10 9	0 10 9	12 4 5	
	F	T	54	14	0 5 9	0 9 2	0 9 2	12 5 0	
	C	T	11	3	0 5 7	0 5 8	0 5 8	8 2 5	
12. Winders	M	T	24	6	0 6 10	0 11 2	0 11 2	14 11 5	
	F	T	111	31	0 6 1	0 8 11	0 8 11	11 13 9	
	C	T	11	4	0 4 1	0 5 7	0 5 7	5 14 10	
13. Weavers. Special	M	T	10	10	1 2 4	1 6 9	1 6 9	30 1 5	
13. Weavers. Ordinary	M	T	135	31	0 14 9	1 5 3	1 5 3	22 13 1	
14 Dyers	M	T	21	9	0 13 10	1 4 1	1 4 1	23 12 3	

* Piece Rate.

† Time rate.

It will be seen from the table that in the majority of occupations, the basic daily wage is between 4 to 7 as. for men, 4 to 6 as. for women and about 4 to 5 annas for children. Owing to the variations in the number of days worked by the different factories, it is difficult to arrive at an average net earning during the wage period of full time workers and no such figures have, therefore, been worked out.

The table clearly shows that except in the case of weavers, dyers, warpers and doublers, in the majority of the cases, the net earnings including dearness allowance, overtime allowance, etc., do not exceed 9 to 10 as. per day or Rs. 14 to 15 for 26 working days in the month. Weavers who are on piece work make between Rs. 35 to 40 per month of 26 days including all allowances.

The rate of dearness allowance paid varies from factory to factory. The maximum is Rs. 8 per month for adults and Rs. 6 for children. One concern in Bangalore and another at Mysore is paying at the rate of Rs. 5 per month only. The allowance paid is linked up with attendance. There is no system of paying attendance bonus in Mysore filature but the silk filature at Bangalore pays a production and also good attendance bonus.

One unit in Bangalore District and one in Mysore paid a profit bonus during the year 1943-44 amounting to one month's wages excluding dearness allowance.

Housing.—No housing is provided by the employers to workers employed in silk factories either in Bangalore or in Mysore. Many of the workers belonging to the depressed classes employed in the factory at Mysore live in an independent colony of their own. The housing conditions in this colony cannot be regarded as being particularly unsatisfactory. In most cases the houses belong to the workers themselves. Some, however, live in small huts and in them there is a considerable amount of congestion and insanitation.

Welfare work.—In the factories in Bangalore district very little is being done by way of welfare except that one factory maintains a dispensary in charge of a full-time doctor, conducts literacy classes for the employees and supplies provisions, etc., at cheap rates through the Cooperative Society. In Mysore also, except for a co-operative society in one of the factories which supplies provisions, etc., at cheap rates, very little is being done for providing medical, educational or recreational facilities to the workers. However, both the factories in Mysore have introduced a Provident Fund scheme for their employees. In the Government Factory, the workers who have put in 3 years' service are admitted to the benefits of the Provident Fund, the contribution of the workers and the management being one anna per rupee of wages each. In the Filature at Mysore, a Provident Fund was introduced only in the year 1943 but it is open only to the permanent workers. In the Government factory there is also a scheme for granting gratuities to those who are not members of the Provident Fund. The qualifying period for gratuity is 15 years' service and the maximum amount of gratuity payable is 15 months' wages.

Apart from the fact that the general wage level in the silk factories in Mysore State is perhaps the lowest in the country as compared to other silk manufacturing centres there appears to be considerable discount among the operatives in regard to the conditions of service. The workers' representatives complain bitterly about the entire absence of any amenities, such as rest shelters, dining halls, proper provision for the supply of drinking water, etc. Nor has much provision been made for safeguarding the future of the operatives except in the case of one or two factories only. Moreover, in spite of the fact that under the Mysore Labour Act 1942, each of these factories has got recognised Labour Associations, it does not seem that these Associations have been able to pull much weight and get the workers' grievances remedied.

CHAPTER IV.—BOMBAY.

The silk industry in Bombay consists mainly of silk weaving. In the introductory section it has already been stated that the industry has been hard hit by the impact of forces created by the war. This is particularly in evidence in Bombay province where according to the Bombay Labour Office Wage Census Report there were 22 factories manufacturing pure silk in 1937*, as against only 3 which were in existence at the time of the present enquiry. Apart from these three, there are a few which are not engaged on the manufacture exclusively of pure silk and they have therefore been omitted from the present survey. Many of the concerns which were formerly engaged on the production of pure silk have now changed over either to cotton or to artificial silk.

The three factories surveyed are all located in Bombay city and employ 658 persons as shown in the following tabular statement :—

TABLE V.

Factory.	No. of men.	No. of women.	Total.
A	375	125	500
B	57	6	63
C	40	55	95
Total ..	472	186	658

Recruitment is generally made directly at the gates or through jobbers and in one of the bigger units the jobbers appeared to play a most important part.

There is considerable absenteeism in the industry largely due to any lack of system regarding recruitment and also owing to the tendency on the part of one of the important units to recruit absolutely unskilled labour fresh from the villages.

All the three units have Standing Orders for their operatives.

Ventilation and lighting inside the factories are good. Drinking water supply is adequate and a sufficient number of latrines and urinals have been provided. The working conditions are, on the whole, satisfactory.

Two of the units were working more than one shift, the shift hours being 8-30 a.m. to 6.30 p.m. and 6.30 p.m. to 4.30 a.m. with a rest interval of one hour in each case. One unit works a night shift only in the Winding Department.

None of the factories has any definite system of wage fixation. While two of the units stated that there had been no change in the basic wage rates since the commencement of the war, a third one has, it would appear, increased its basic wage rate for unskilled workers by 100 per cent., *i.e.*, from six annas a day to twelve annas a day. In the largest unit the wages of weavers are made up to Rs. 38 p.m. exclusive of dearness allowance.

The wage period in the case of all these three units is the English Calendar month and payment is made before the 10th of the following month. All of them allow advances, free of interest, which are deducted from wages.

A wage census of all the operatives in these three units was conducted for the month of March 1944 and the following table summarises the results of the census for the principal occupations.

* General Wage Census Bombay—Part I—Perennial Factories, page 193.

TABLE VI.

Table showing wages and earnings in selected occupations.

Industry—Silk.

Centre—Bombay. (Weighted Averages.)

Occupations.	Sex.	*P or T†.	Number of Workers.	Number of Samples taken.	Average daily Basic Wages earned.	Average daily gross earnings including overtime, allowances and bonuses.	Average daily net earnings including overtime, allowances and bonuses.	Actual average net earnings in the wage period.	Number of working days in the wage period.
					Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	
Doublers	M	T	25	25	0 7 6	1 6 2	1 6 2	23 14 7	Month of March, 1944.
	F	T	9	9	1 1 6	1 5 6	1 5 6	32 6 4	
Winders	M	T	5	5	0 13 6	1 8 11	1 8 10	18 13 5	25 working days in two factories and 26 days in one factory.
	F	P	43	43	0 8 10	1 6 6	1 6 6	29 8 5	
Pirn Winders	M	T	6	6	0 9 11	1 8 8	1 8 8	30 4 10	
	F	T	4	4	1 5 7	1 9 8	1 9 8	40 14 0	
Re-Winders	M	T	14	14	0 6 3	1 5 2	1 5 2	20 12 3	
	F	P	39	39	0 4 5	1 3 5	1 3 5	22 8 8	
Warpers	M	T	7	7	1 9 2	2 4 6	2 4 6	45 15 7	
	F	T	1	1	1 12 0	1 15 8	1 15 8	51 8 0	
Twisters	M	T	42	42	0 12 10	1 6 4	1 6 4	30 5 7	
	F	T	8	8	0 15 7	1 3 8	1 3 8	26 13 0	
Weavers	M	P	77	74	1 5 0	2 3 1	2 3 1	41 9 10	
	F	T	16	16	1 5 7	1 9 7	1 9 7	34 0 4	
Dyers	M	T	15	15	0 12 8	1 9 9	1 9 9	35 1 8	
Folders	M	T	16	16	0 8 0	1 3 6	1 3 6	29 13 0	
	F	T	1	1	0 12 0	1 0 0	1 0 0	16 0 0	
Coolies	M	T	19	19	1 0 1	1 8 4	1 8 4	26 14 6	
			347	344					
				99•1%					

* Piece Rate. † Time Rate.

The numerically important occupations in the factories are those of winders and weavers. Winders are distributed over three distinct types of processes, *viz.*, winding, pirn winding and rewinding. Of the 111 winders, as many as 87 or 88 4 per cent. were women workers.

The average daily basic wage of male winders amounted to Re. 0-13-6, while that of the female winder was Re. 0-8-10, and their average daily net earning amounted to Rs. 1-8-10 and Rs. 1-6-6 respectively. The average net monthly earnings, however, varied from Rs. 18-13-5 to Rs. 30-4-10 in the case of males and from Rs. 22-8-8 to Rs. 40-14-0 in the case of female winders, depending upon the actual number of days worked during the wage period of 25 to 26 working days.

As regards weavers, out of a total of 93 employed in the 3 mills, 77 are males and 16 are females. The female workers are employed only in one Mill. The weavers are on piece-work basis. The average daily wage and net earning of a male weaver amounted to Rs. 1-5-0 and Rs. 2-3-1 respectively, while those of the female weavers were Rs. 1-5-7 and Rs. 1-9-7 respectively. The average net earnings of male weavers in the wage period of 25 to 26 working days varied from Rs. 41-9-10 to Rs. 44-5-7 depending upon the actual number of days worked during the wage period. The average net monthly earnings of the female weavers amounted to Rs. 34-0-4.

It is noticeable that the average net monthly earnings of female workers in the winding and warping occupations are higher than those of male workers, presumably because of their better attendance and diligence.

Warpers, whose number is small, are paid the highest, their average daily basic wage and average daily net earning being Rs. 1-9-2 and Rs. 2-4-6 in the case of male workers.

Coolies get on an average about Re. 1 per day, their average daily basic wage and average daily net earning being Rs. 1-0-1 and Rs. 1-8-4 respectively.

The total number of working days during the wage period (March 1944) was 25 in two mills and 26 in one mill.

Out of a total of 444 workers covered in the selected occupations, 129 or 29 per cent. had full attendance, the average number of days worked in the wage period by the workers being 20.6.

There are considerable variations as between the wages and earnings of operatives in the same occupation in these three units.

All the three units pay dearness allowance as laid down by the Silk and Art. Silk Association. The scale of this allowance is as follows :—

Rs.	A.	P.		
0	4	3	per head per day when the Bombay Cost of Living Index is	144—145
0	4	6	„ „ „ „	146—147
0	4	9	„ „ „ „	148—149
0	5	0	„ „ „ „	150—151
0	5	3	„ „ „ „	152—153
0	5	6	„ „ „ „	154—155
0	5	9	„ „ „ „	156—157
0	6	0	„ „ „ „	158—159
0	6	3	„ „ „ „	160—161
0	6	6	„ „ „ „	162—163

Rs.	A.	P.		
0	6	9	per head per day when the Bombay Cost of Living Index is	164—165
0	7	0	" " " "	166—167
0	7	3	" " " "	168—169
0	7	6	" " " "	170—171
0	7	9	" " " "	172—173
0	8	0	" " " "	174—175
0	8	3	" " " "	176—177
0	8	6	" " " "	178—179
0	8	9	" " " "	180—181
0	9	0	" " " "	182—183
0	9	3	" " " "	184—185
0	9	6	" " " "	186—187
0	9	9	" " " "	188—189
0	10	0	" " " "	190—191
0	10	3	" " " "	192—193
0	10	6	" " " "	194—195
0	10	9	" " " "	196—197
0	11	0	" " " "	198—199
0	11	3	" " " "	200—201
0	11	6	" " " "	202—203
0	11	9	" " " "	204—205
0	12	0	" " " "	205—206
0	12	3	" " " "	208—209
0	12	6	" " " "	210—211
0	12	9	" " " "	212—213
0	13	0	" " " "	214—215
0	13	3	" " " "	216—217
0	13	6	" " " "	218—219
0	13	9	" " " "	220—221
0	14	0	" " " "	222—223
0	14	3	" " " "	224—225
0	14	6	" " " "	226—227
0	14	9	" " " "	228—229
0	15	0	" " " "	230—231
0	15	3	" " " "	232—233
0	15	6	" " " "	234—235
0	15	9	" " " "	236—237
1	0	0	" " " "	238—239
1	0	3	" " " "	240—243
1	0	6	" " " "	244—247
1	0	9	" " " "	248—251
1	1	0	" " " "	252—255

It will be noticed that the scale of the allowance is much lower than that prevailing in the cotton mill industry in Bombay city. This is due partly to the somewhat difficult position of the industry owing to the frequent shortage of yarn and other material.

Two of the units do not resort to any fining as they find that fines do not have the desired effect on the workers.

None of the factories grants any leave with pay to its workers.

There is no provision for housing except in one case in which a few watchmen are housed by the factory.

The Silk Industry in Bombay is doing extremely little by way of welfare work and none of the three units is even providing a dispensary or a whole-time doctor. The rest shelters provided in one of the big units are worse in appearance than cattle sheds. One unit has a system of voluntary Provident Fund open only to permanent employees. The employer contributes equally with the employees and the amount is deposited in the Government Savings Bank.

None of these concerns has appointed a Labour Officer and the workers' grievances have to be taken directly to the management. The Labour employed is mostly unskilled. Being on War orders only, the industry is apprehensive of its future and does not seem inclined to have any labour policy or to formulate any long-range schemes of labour welfare. Curiously enough, the labour engaged in the industry is much weaker in the state of its organisation than that engaged in the cotton industry and there is no strong Trade Unionism among silk workers. On the whole, the conditions in the industry in Bombay can only be described as dismal.

CHAPTER V.—MADRAS.

The Sericultural Industry is confined practically to one taluk in the Madras Presidency, namely, Kollegal, which borders on Mysore State. Silk weaving, as a cottage industry is, however, scattered all over the Province.

The Madras Government have a small sericultural staff for giving technical advice and assistance to silk-worm rearers and reelers. Disease-free cellular seed is also supplied to rearers from Government Farms in limited quantity.[1]

It would appear that in recent years the industry is showing a marked progress in this Presidency and it has been estimated that in 1937-38, over 37,000 persons were dependent on silk-worm rearing. The employment in silk factories has also increased considerably since 1939 because, while in that year the average number employed was about 700, the number employed in the two Silk Filatures at Kollegal for purposes of the present enquiry was about 1,364. The entire production of these two Silk Filatures has been taken over by the Department of Supply for war purposes. One of these was established only in the year 1943.

There is considerable amount of employment of women and children in these factories, as many as 733 women and 269 children having been employed in them out of a total complement of 1,364.

It is reported that there is a shortage of industrial labour in Kollegal and recruitment has, however, to be made through agents appointed for the purpose. The agents are called Labour Assistants who go about the villages to obtain labour.

Owing to the fluctuating supply of cocoons, the Filatures cannot work with a full complement throughout the year.

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[1] Report of the Indian Tariff Board regarding the Grant of Protection to Sericultural Industry, 1933, Page 35.

Working conditions & hours of work and shifts.—Working conditions in regard to ventilation, lighting, sanitation, etc., in these two factories are reported to be satisfactory.

The Filatures work one shift of 7½ hours with a spread-over of 8½ hours. The working hours are from 8.30 a.m. to 1 p.m. and 2 p.m. to 6 p.m. with an interval of one hour in the afternoon.

A wage census of the workers employed in these two units was conducted and the table on page 20 gives information regarding the wages and earnings for the second fortnight of April 1944 for important occupations.

It will be noticed that the average basic wage varies from as. 5 in the case of knotters to as. 0-8-4 for male reelers, the variation in the daily average earning being from as. 8-5 in the case of cookers to as. 15-10 in the case of male Reelers. Thus, in the case of the lowest-paid of the above employees the monthly earnings for 26 days' work would come to about Rs. 13-9-0. It would appear that there is not much difference between basic wage rates of male and female adult workers. Young persons, both male and female, receive about as. 4-6 as daily wages.

Dearness allowance is paid at a uniform rate of Rs. 10 p.m. to adults and at Rs. 5 p.m. to half-timers. The allowance is forfeited if an employee absents himself for more than two days in the month.

No profit bonus is paid by the Filatures. Efficiency bonus at two annas per rupee earned is paid to Reelers, Winders and Knotters.

Over-time is paid for in accordance with the provisions of the Factories Act.

Fines are not levied in the Government Filature but in the Kollegal Filatures ; unauthorised absence and bad work are punished by fines.

Leave.—No leave with pay is given in the Filatures. All leave is without pay and granted at the discretion of the management.

Housing.—The Government Silk Filature has built four blocks of ten tenements each accommodating about 40 families. A majority of the workers live in their own huts in villages which are very small and insanitary. The filature encourages construction of huts by workers by the grant of land free of cost and the grant of an advance of Rs. 100|-. There is no housing scheme in the Kollegal filatures.

Welfare work.—Neither of the filatures has any Provident Fund or Gratuity Scheme for the benefit of workers. The medical facilities consist of a first-aid box and weekly visit by a doctor accompanied by a compounder. It is understood that there are two Hospitals in the negihbourhood of the filature, one run by the Government and the other by Mission authorities where the workers can get treatment.

There is a canteen in the Government Kollegal Filatures. Both the filatures have provided cheap grain stores.

TABLE VII.

Table showing wages and earnings in the Silk Filatures in Kollegal, Madras, covered by the Wage Census.

Occupation.	Shift.	Sex.	† P. or T.	No. of hours of work per shift.	No. of workers.	No. of samples taken.	Average daily Basic Wages earned.	Average daily gross earnings including overtime, allowances and bonuses.	Average daily net earnings including Overtime, allowances and bonuses.	Actual average net earnings in the wage period.	Wage Period.
							Rs. A. P.	Rs. A. P.	Rs A. P.	Rs. A. P.	
Cocoon Sorters..	1st	Males	T	9	6	6	0 6 0	0 13 7	0 13 7	1 7 10	Wage period is fortnightly and the number of working days is 12.
	,,	Females	T	9	42	19	0 5 9	0 11 7	0 11 7	6 5 10	
Cookers	,,	Males	T	9	10	10	0 5 9	0 8 5	0 8 5	4 11 1	
	,,	Females	T	9	128	122	0 6 2	0 11 8	0 11 8	7 6 10	
Reelers	,,	Males	P	9	68	68	0 8 4	0 15 10	0 15 10	8 15 7	
	,,	Males	T	9	40	39	0 5 5	0 8 10	0 8 10	5 4 4	
	,,	Females	P	9	95	95	0 8 4	0 14 10	0 14 10	9 3 5	
	,,	Females	T	9	74	71	0 5 8	0 9 11	0 9 11	5 12 10	
Silk Knotters	,,	Males	T	9	43	17	0 5 0	0 10 6	0 10 6	6 15 7	
	,,	Females	T	9	39	13	0 5 0	0 10 4	0 10 4	6 11 8	
	,,	Boys	T	9	45	24	0 4 7	0 11 0	0 11 0	6 10 0	
	,,	Girls	T	9	19	12	0 4 6	0 9 7	0 9 7	6 7 3	
Silk Cleaners	,,	Males	T	9	5	5	0 6 10	0 11 4	0 11 4	7 7 1	
	,,	Females	T	9	58	25	0 6 9	0 12 11	0 12 11	7 13 9	
Waste Cleaners	,,	Males	T	9	1	1	0 5 0	0 5 0	0 5 0	1 4 0	
	,,	Females	T	9	60	29	0 5 10	0 10 10	0 10 10	6 12 0	
Miscellaneous Coolies and Bundling Coolies.	,,	Males	T	9	30	13	0 7 0	0 8 4	0 8 4	5 7 4	
Rewinders	,,	Males	T	9	3	2	0 7 0	0 13 11	0 13 11	10 0 6	
					766	571					

†P = Piece rate.

T = Time rate.

CHAPTER VI.—BENGAL.

Bengal is no longer the flourishing centre of silk manufactures that it was in the days of the East India Company. According to the Tariff Board, an experimental Silk Filature was set up in Howrah in the year 1832 and the East India Company improved the reeling technique by introducing Indian and French methods. At this time, Bengal silk dominated the English market where high prices ruled. With the exit of the East India Company, the silk industry in Bengal lost its ground owing to its inability to keep pace with modern developments. Even so, however, according to the figures published by the Tariff Board in 1931-32 no fewer than a lakh and sixty thousand workers were dependent on silk-worm rearing in Bengal.

There were in 1939* in Bengal six silk manufacturing concerns employing about 1,886 persons. For purposes of the present enquiry four Filatures and two silk factories have been surveyed. The total number of workers employed in these six units was 418 in 1944. Of these, 382 were men and 36 women.

Recruitment is made directly by the Management, generally from among the relatives and friends of employees. Only in one factory are workers recruited through special agents who are paid a commission for procuring labour. The average recruiting expenses are reported to be about Rs. 4|- to Rs. 5|- per labourer.

Labour turnover in these factories is reported to be high during sowing and harvesting seasons, although there are no actual records maintained by any of these factories. Over 50 per cent. of the operatives had put in less than a year's service.

While ventilation in these factories is not too bad, the sanitary arrangements leave much to be desired. None of the Filatures has provided any latrines or urinals while similar sanitary arrangements in other factories are inadequate and unsatisfactory.

All the units surveyed work a single shift only, the working hours being 7 a.m. to 1 p.m. and 2 p.m. to 5 p.m.

Wages and Earnings.—A wage census of all the operatives was conducted in one Filature and a Silk Weaving Mill in Calcutta for a month of 1945 and the following table gives the figures of wages and earnings in principal occupations.

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* The Location of Industry in India published by the Office of the Economic Adviser to the Government of India, page 30.

TABLE VIII

Table showing wages and earnings in selected occupations in the silk factories covered by the Wage Census in Bengal.

Occupation.	Sex.	P. or T.†	Number of workers.	Number of samples.	Average daily Basic wages earned.	Average daily gross earnings including overtime, allowances and bonuses.	Average daily net earnings including overtime, allowances and bonuses.	Number of working days in the wage period.
					Rs. A. P.	Rs. A. P.	Rs. A. P.	
Dyers	Males	P. & T.	7	7	1 2 3	1 11 1	1 11 1	22 and 26 days in the two concerns covered by the Wage Census.
Warpers	„	P. & T.	5	5	1 0 3	1 9 4	1 9 4	
Packers	„	P	4	4	0 15 8	1 8 8	1 8 8	
Weavers	„	P	55	55	0 11 3	1 2 11	1 2 11	
Winders	„	P & T	20	20	0 11 2	0 15 11	0 15 11	
Coolies	„	T	8	8	0 9 0	0 14 9	0 14 9	
Reelers	„	T	5	5	0 8 11	0 14 1	0 14 1	
Reachers	„	T	2	2	0 8 0	0 13 10	0 13 10	
Total ..			106	106				

† P. = Piece rate.
T = Time rate.

It will be seen that the basic wage is about annas eight to annas nine in the case of Reachers, Reelers and Coolies. The basic earning of a weaver is annas eleven and pies three (0-11-3) only, his total earning being Rs. 1-2-11 per day. The highest daily earning is of Dyers being Rs. 1-11-1.

There are considerable variations in the wages and earnings of persons employed in the same occupation in different units.

Two of the Silk Filatures do not pay any dearness allowance. On the other hand, the silk factories pay a dearness allowance at varying rates from 0-1-6 to 0-5-0 per day. Yet another factory pays dearness allowance at the rate of Rs. 2|- per month plus 10 as. per rupee of the total earnings.

The wage period varies from concern to concern. The Filatures pay daily, while the silk factories weekly, fortnightly and monthly.

None of the concerns pays any bonus to the workers except one which gives bonus on the ' Pujah ' holiday equal to half a month's average wages. In one factory there is a system of paying efficiency bonus at Re. 1 per week.

Two of the factories provide housing for about 180 operatives, while the other units have no provision for housing their employees. The majority of the workers in the industry live in their own huts or in houses belonging to private landlords. The conditions prevailing in these are reported to be very unsatisfactory.

No welfare work is being undertaken by any of these factories, nor is there any provision for the future of the operatives.

Trade Unionism is in an extremely weak position.

PART III.

CHAPTER VII.—SUMMARY AND CONCLUSIONS.

The available information on the subject shows that the pure silk industry, as a factory industry, employed in 1943 about 11,000 persons only. Its importance, however, is not to be judged by the number of persons employed in filatures and in factories engaged on the manufacture of silk because, it also provides means of sustenance to thousands of families of agriculturists engaged in its primary stages, such as mulberry growing, silk worm rearing, etc., and to numerous hand-loom workers as well. An ancient and at one time a famous and flourishing industry, it has probably gone through more vicissitudes of fortune than any other industry in this country. Its history for the last 20 years, for instance, shows that at the end of World War No. I the influx of raw silk and silk fabrics from China and Japan hit it extremely hard but still more injurious to its interests were the imports from abroad of artificial silk. This had a particularly adverse effect on the production of raw silk in the country. The conditions created by the present War have shown, as perhaps never before, how desirable it is for the industry to look ahead and be prepared for such contingencies. When, for instance, Government decided to make parachute cloth in the year 1941. it was found that genuine silk which was required for this purpose was not available in India in any considerable quantities. Nor was there enough local supply of the seed required for rearing silk worms. Special efforts had, therefore, to be made to develop the pure silk industry in India by the purchase of Iranian cocoons which were made available to some of the filatures in the country.

A new Filature was set up in Madras with 500 basins capable of producing a lakh and fifty thousand pounds of reeled silk in a year. In Bengal arrangements were made for setting up about 1,500 basins by private persons with the financial assistance of the Government of India. In Mysore under the silk filature expansion scheme arrangements were made to increa e the number of basins by men than 1,000. The outturn of raw silk produced in Kashmir, Mysore, Bengal and Madras came to about 3,00,000 pounds in the year 1943. The estimated production for 1944 is 6,00,000 pounds which, it is expected might go up to a million pounds during 1945.*

At the present time most of the silk manufacturing concerns in this country are engaged on the manufacture of fabrics required for war purposes, such as parachute cloth, etc. But there seems ever present in the minds of those in charge of this industry a growing anxiety as regards its future. Thus, while before the War, it was the influx of imports and local manufacture of artificial silk that thwarted the progress of the industry, at present, it is the uncertainty of the future that seems to come in the way of formulation of any long-range policy regardiig the conditions of work and wages of those employed in this industry. And it is probably this background of uncertainty which explains, as nothing else does, the factual data relating to the industry which have appeared in the previous sections of this Report.

As compared to the pre-war period, while the silk reeling section has shown an increase in the number of persons employed, the silk weaving section has recorded no increase and has, in fact, shown a decrease because of the difficulties of obtaining the necessary yarn.

A noticeable feature of the industry is the employment of women on a large scale. In Mysore, for instance, of the total number employed in the industry, about 60 per cent. is female labour.

Most of the silk establishments except those in Kashmir, are subject to the provisions of the Factories Act and working conditions inside these are, on the whole, satisfactory. The hours of work are nowhere excessive and in many cases they are actually lower than those permitted by the provisions of the Factories Act in British India.

To an industrial employee the wage he earns is naturally the most vital consideration. It will be noticed from the tables in Appendix IV A. B. and C. that both wages and earnings in most of the occupations in the industry are very much on the low side and probably compare unfavourably with those prevailing in a sister industry like cotton. The basic wage rates in some centres for certain occupations, such as reelers,—an occupation which certainly cannot be called unskilled—are as low as as. 5 per day. In a factory in Bengal, a weaver was getting only as. 7 per day as basic wages and his average total earnings for a month of 22 working days amounted to no more than Rs. 10-15-0. The Kashmir wage rates are higher than those prevailing in South India although in the largest unit in Kashmir, the worker is not sure of full employment in the month. Moreover, in South India, the bulk of the workers are females, while those in Kashmir are males. The existing wage level in the industry probably explains the large percentage of absenteeism which prevails in it. And, in fact it was openly stated in one centre that the workers found it more remunerative to work on the roads than to work in a silk manufacturing concern !

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* Reports on the development of Industries for war Supplies by Dr. P. J. Thomas —page 8.

The survey shows that 32 out of 38 establishments pay dearness allowance at varying rates. Except in Bombay City, in none of the other centres is the dearness allowance paid in this industry at all commensurate with the rise in prices. The establishments in Mysore pay Rs. 8|- per month to adults and Rs. 5|- to half-time workers ; in Kashmir 50 per cent. of the earned wages are paid by way of dearness allowance ; in Bengal, the rate varies from 0-1-6 to 0-5-0 per rupee of the total earnings while in Bombay, where it is linked to the official cost of living index number, it amounted at the time of the enquiry to about 13 annas 6 pies per day.

In none of the centres surveyed did provision exist for the housing of the workers by the employers. Nor is any provision made for welfare work, except occasionally in the form of a dispensary or a grain store. With the exception of one or two factories in Mysore, no schemes of Provident Fund or Service Gratuity exist for workers in this industry.

Trade Unionism is in an extremely weak position. Except for centres where there are no other alternative sources of employment, the silk factories, particularly those in Bombay, attract the most inefficient and the least skilled workers owing to the inferior conditions of work and wages prevailing in such factories. Mobility of labour as between the various silk manufacturing centres is also weak because of the long distances between the different centres. On the whole, labour conditions in this industry can only be described as dismal. Considering that this is a luxury trade which in normal times at any rate caters mainly to the vanity of the rich, and in times of war, manufactures some of the most delicate and precise types of fabrics, it would appear that if ever there was a case for guaranteeing basic minimum conditions to labour employed in an industry, the silk industry in India is a case in point.

S. R. DESHPANDE.

SIMLA,
The 22nd June 1945

APPENDIX I.

Statement showing the Number of Silk Factories in India and the Daily Number of persons employed for the years 1939 *and* 1943.

Centre.	1939		1943	
	No. of units.	Average daily No. of persons employed.	No. of Units.	Average daily No. of persons employed.
British India—				
Bengal	6	1,886	2	86
Bombay	44	2,275	56	3,997
Madras	7	697	6	310
United Provinces	1	24	1	39
Sind	2	70	6	143
Delhi	1	36	3	56
Punjab	3	548	6	622
Bihar	3	177	4	220
States—				
Mysore	15	1,642	1	3,826
Kashmir	6	2,551	6	3,372
Baroda	1	30	..	..
Hyderabad	3	163	5	..
Total ..	92	10,099	126	12,671

APPENDIX II.

Note on the Labour conditions in the art silk weaving factories in Amritsar, Punjab.

Employment.—In addition to the Government Demonstration Silk Factory which employs about 17 persons only, there are in Amritsar about eleven factories which manufacture cotton, wool and artificial silk. The total number of persons employed in these is approximately 1,220 of whom 1,143 are males, 39 females and 38 children. The workers are usually recruited directly but there is no special agency appointed for the purpose. At the moment, there is considerable shortage of labour in Amritsar and certain factory owners complained that other factories took away their labour by the inducement of higher wages, etc. Some of these factories are doing a large amount of work for the Army and Government. It was reported that, as compared to the pre-war period, labour turn-over had gone up considerably as a result largely of the empetition between employers. The factories concerned do not keep any elaborate statistics of absenteeism, although it would appear from certain statistics which have been analysed that absenteeism is about 10 per cent. The principal cause of absenteeism is sickness.

Hours of work and shifts.—The actual hours of work in most of these factories are 9 per day, the spread-over being 10 hours. Most of these factories are working one shift only, the shift hours being from 8 or 9 a.m. to 6 or 7 p.m., although the timings vary from concern to concern.

Working conditions.—The working conditions inside the factories appear to be fairly satisfactory.

Wages and Earnings.—Of the 1,220 workers, 756 were time-rated and 464 on piece-work. No wage census has been conducted in these concerns but from the *ad hoc* enquiries made, it appears that those employed in principal occupations putting in full-time attendance for the month were in receipt of wages shown in the following table.

Table showing Wages of Workers with full attendance in principal occupations in the Act. Silk factories in Amritsar covered by ad hoc *Survey.*

Occupation.	Wages in concerns.										
	1	2	3	4	5	6	7	8	9	10	11
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Weavers	40 8 0	37 2 0	35 14 6	46 12 0	35 0 0	36 10 0	28 4 0	29 5 0	35 8 0	40 8 0	31 2 0
Winders	17 0 0	15 12 0	18 8 0	23 4 0	23 10 0	21 0 0	20 0 0	15 0 0	13 0 0	23 0 0	..
Warpers	36 0 0	16 6 9	33 10 0	32 12 0	34 6 0	21 2 0	..	32 0 0	30 0 0	34 0 0	..
Finishers	19 4 0	24 0 0	..	..	..	..	..	..	..	..	26 0 0
Coolies	..	24 10 7	17 12 0	..	..	..	14 13 0	17 14 0	12 0 0	..	20 5 0

It will be seen from the table that weavers who are numerically important earn the highest amount in all the concerns, their average net monthly earnings for full attendance varying from Rs. 28-4-0 to Rs. 46-12-0. Next in order come the warpers whose average net monthly wages with full attendance amount to Rs. 16-8-9 to Rs. 36-0-0. But their number is small. Next to weavers in numerical importance are the winders, whose average net monthly earnings vary from Rs. 15-12-0 to Rs. 23-10-0. The net monthly earnings of coolies amount to Rs. 12|- to Rs. 24-10-7. In five concerns the basic wages have increased by 20 per cent. to 30 per cent. since the War.

In five concerns leave with pay is given to monthly-rated workers, four of them allowing 15 days and one 2 days. Sunday is a paid weekly holiday to workers in three concerns subject to their being present either on the preceding Saturday or following Monday.

Dearness allowance is being paid at a uniform rate in all these concerns in accordance with the recommendations of the Textile Manufacturers' Association, Amritsar. Th scale at which dearness allowance is being paid since July 1943, is as follows :

Wages up to Rs. 30|- p. m. ..	Annas 8 per rupee per day.
Wages Rs. 31 to Rs. 60 p. m. ..	Annas six with a minimum of Rs. 15|-.
Wages above Rs. 60|- p. m. ..	Annas four per rupee with a minimum of Rs. 22-8-0.

Except three of these concerns, the others pay no War or profit bonus. The amount of bonus varied from Rs. 10|- to Rs. 50|- per annum in the case of those who had paid it. The payment has, however, been conditional on attendance during the year for which it has been paid.

Housing.—It is noticed that among the factories surveyed 7 per cent. of the employees were provided with housing by the employers. In one of the factories about 65 per cent. of the workers were provided with housing, a married man being given two rooms and a courtyard and a single man, one room and a court-yard. The rooms are fairly well ventilated and the rent charged is only nominal, being annas eight per month. In this connection it was pointed out by one of the factories employing a fairly large number of men that while they were willing to build quarters for their work-people they were unable to do so for two reasons : firstly, land was not easily available except at fancy prices and secondly, building material prices had gone up to such an extent as to make it prohibitive to build houses. Their main difficulty, however, appeared to be in regard to obtaining the necessary land for building purposes. As a matter of fact, one of the employers stated that he was prepared to house all of his workers at his own cost provided Government made land available.

Industrial housing has become an extremely acute problem so far as Amritsar is concerned, because where workers are required to live in private tenements, for a small room measuring 11 ft.$\times$9 ft. without any verandah, they have to pay as much as Rs. 2 to Rs. 8 per month. The result is that there is tremendous amount of subletting and congestion and sometimes as many as 8 workers are found to be occupying a single room.

Welfare work.—Except one concern which maintains a well-equipped dispensary in charge of a qualified part-time doctor, none of the others has any suitable arrangements for looking after their sick operatives. Nor are any other activities in evidence for the workers' welfare except that four of the concerns give grains and cloth at concession rates to their operatives. Some of these factories have sprung up as a result of the conditions created by the War and are apprehensive of their future. They are, therefore, not inclined to have a long-range labour policy including the welfare of labour. On the whole, it can be stated that so far as these factories are concerned they have a long lee-way to make up in regard to welfare activities.

APPENDIX III.

Schedule of Rewards and fines in the Government Silk Filature at Srinagar.

Denier.	Ends.	Spinner day's wages.	Knotter day's wages.
Clear	0	+1	+½
Do.	1	+½	0
Do.	2	0	—1/8
Do.	3	—1/8	— ¼
Do.	4	—¼	—3/8
1 point out	0	+½	+¼
Do.	1	0	0
Do.	2	—1/8	—1/8
Do.	3	—¼	—¼
Do.	4	—3/8	—3/8
2 points out	0	0	+¼
Do.	1	0	0
Do.	2	—¼	—¼
Do.	3	—3/8	—¼
Do.	4	—½	—3/8
3 points out	0	—¼	+1/8
Do.	1	—¼	0
Do.	2	—3/8	—¼
Do.	3	—½	—¼
Do.	4	—5/8	—¼
4 points out	0	—½	+ 1/8
Do.	1	—½	0
Do.	2	—5/8	—¼
Do.	3	—5/8	—¼
Do.	4	—¾	—½

NOTE :—

(1) In case of furfuri 1/8 of day's wages to be fined.

(2) Points and ends above 4 to be fined by discretion of the officer in charge.

Mulain Wallas—

100 tavelles and all clear +½ day's wages.

80 tavelles and 2 ends —1/8 day's wages.

53 tavelles and 3 ends —¼ day's wages.

40 tavelles and 4 ends —3/8 day's wages.

Anything above this fine according to the discretion of officer in charge.

APPENDIX IV (A).

Summary table showing daily average basic wages and daily average net earnings in important selected occupations in the silk establishments covered by wage returns.

S. No.	Occupations.	Mysore.					Kashmir (Sericulture).				Bombay.				Bengal.				Assam.		Madras.			
		No. of units surveyed.	Piece-or time rate.	No. of workers in the occupation.	Average daily basic wage.	Average daily net earnings.	No. of units surveyed.	No. of workers in the occupation.	Average daily basic wage.	Average daily net earnings.	No. of units surveyed.	Piece-or time rate.	No. of Workers in the occupation.	Average daily basic wage.	Average daily net earnings.	No. of units surveyed.	No. of Workers in the occupation.	Average daily basic wage.	Average daily net earnings.	No. of units surveyed.	Average daily basic wage.	Average daily net earnings.	No. of units surveyed.	No. of workers in the occupation.	Average daily basic wage.	Average daily net earnings.
1.	Basins	7	T	M. F. 408 443 443		Rs. a. p. M. 0 2 4 F. 0 2 1	2	Class I. A. 588 B. 150	M. 1 0 0 M. 0 10 6	Rs. a. p. 1 8 0 0 14 9	318				(2)	3	M. 0 9 11	0 14 1			Rs. a. p.	(3)	59	M.F.* 0 3 4	Rs. a. p. 0 15 10
																							40	M.T. 0 3 4	0 3 9
																							30	F.T. 0 2 8	0 14 10
																							74	F.T. 0 2 8	0 9 11
2.	Cookers	7	T	M. F. 401 320 701+C.120	M. 0 6 7 F. 0 3 0 C. 0 2 6	0 7 4 0 7 3 0 6 3	2	A. 592 B. 72	M. 0 7 0 M. 0 6 0	0 10 5 0 9 0													10	M. 1 5	0 2 5
																							124	F. 0 5 2	0 11 8
3.	Karatars	7	T	M. F. 108 60 177	M. 0 4 1 F. 0 3 10	0 7 3 0 7 3	1	A. 148 B. 25	M. 0 6 8 M. 0 4 0	0 13 2 0 9 2													43	M. 0 3 0	0 10 6
																							39	F. 0 3 0	0 10 4
																							43	Boys 0 4 7	0 11 0
																							18	Girls 0 4 6	0 9 7
4.	Waste Preparers (pleasure)	7	T	73 29 102+C.15	M. 0 4 1 F. 0 3 5 C. 0 2 3	0 8 11 0 5 0 0 4 11	2	A. 89 B. 24	M. 0 7 0 M. 0 5 0	0 10 0 0 7 0													1 60	M. 0 3 0 F. 0 2 10	0 5 0 0 10 10
5.	Cocoon Sorters	7	T	11 122 144+C.45	F. 0 0 2 M. 0 4 7 C. 0 2 6	0 7 3 0 6 7 0 7 9	2	M. 101 F. 25	0 3 0 0 2 0	0 12 0 0 13 0													6 42	M. 0 3 0 F. 0 2 6	0 12 7 0 11 7
6.	Twisters	7	T	196 57 253	M. 0 6 11 F. 0 5 3	0 10 4 0 8 11	2	A. 2 B. 10	0 14 11 0 8 8	0 14 11 0 8 4	2	T	M. 42 F. 3	0 12 7 0 12 3	1 0 4 1 0 4										
7.	Doublers	7	T	10 54 70	M. 0 6 8 F. 0 5 0	0 10 3 0 8 0	2	A. 4 B. 10	0 12 11 0 7 5	0 13 11 0 9 1	2	T	F. 6 M. 18	1 1 6 0 7 8	1 3 8 0 9 5										
8.	Winders	7	T	24 111 135	M. 0 6 4 F. 0 5 1	0 11 2 0 8 11	2	A. 18 B. 33	0 8 1 0 7 8	0 9 5 0 9 8	2	T	M. 30 F. 62	0 12 6 0 9 10	1 0 10 1 0 6		23	M. 0 11 2	0 13 11				3	M. 0 7 0	0 13 11
9.	Warpers	7	T	11 5 16	M. 0 6 2 F. 0 5 4	0 11 1 0 7 6	2	A. 18 B. 13	1 3 2 0 12 4	1 7 8 1 2 0	2	T	M. 7 F. 1	1 3 2 1 12 0	2 4 8 1 15 8		3	M. 1 3 2	1 9 4			0 10 0 to 1 6 0			
10.	Weavers	7	T	Sal. 10 Ordy. 137	M. 1 0 4 M. 0 14 6	1 0 3 1 2 2	2	A. 45 B. 31	0 11 1 1 2 3	0 12 11 1 2 9	2	T	Weavers— M. 77 F. 10	1 0 2 1 5 7	2 0 1 1 7 7		33	M. 0 11 9	1 2 11			1 1 0 to 1 6 0			
11.	Dyers	7	T	21	M. 0 15 10	1 4 1					2	T	Dyers— M. 10	0 12 6	1 0 0		7	M. 1 2 3	1 11 1						
12.	Cleaners	7	T	62	M. 0 8 1	0 10 6	1	A. 2 B. 130	0 12 2 0 10 0	0 12 2 0 15 10	2	T	Cooliee— M. 19	1 0 1	1 0 4		6	M. 0 6 0	0 14 9			0 8 0 to 0 12 0	30	M. 0 7 0	0 8 4

M. — Males. F. — Females. C. — Children.

* Pirn-winders— M. 3 F. 4 M. 14 F. 30

0 9 11 1 4 3
1 1 2 1 8 3
0 6 3 1 0 3
0 4 3 1 3 0

M.F. Males—Piece-work.
M.T. — Males—Time-rate.
F.T. — Females—Time-rate.
F.T. — Females—Time-rate.

APPENDIX IV (B).

Table showing the frequency of daily basic wages of workers employed in the silk mills and filatures covered by the wage census in different centres.

Wage Groups.	Centres.									
	Kashmir.		Mysore.		Bombay.		Madras.		All Centres.	
	Srinagar.		Bangalore and Mysore.		Bombay.		Kollegal.			
	No. of workers.	Percentage to total.	No. of workers.	Percentage to total.	No. of workers.	Percentage to total.	No. of workers.	Percentage to total.	No. of workers.	Percentage to total.
Under As. 4	1	·04	794	18·22	..	..	44	5·1	839	10·51
As. 4 but below as. 6	5	·22	2,263	51·93	46	10·4	291	33·8	2,605	32·68
As. 6 but below as. 8	852	36·86	666	15·28	91	20·6	412	47·9	2,021	25·33
As. 8 but below as. 10	377	16·31	268	6·15	25	5·7	106	11·6	776	9·73
As. 10 but below as. 12	370	16·01	49	1·12	35	7·9	6	·75	460	5·76
As. 12 but below as. 14	24	1·04	105	2·41	15	3·3	1	·15	145	1·81
As. 14 but below Re. 1	8	·35	106	2·43	37	8·4	3	·40	154	1·93
Re. 1-0-0 but below Re. 1-2-0	601	26·01	34	·78	35	7·8	..	..	670	8·40
Re. 1-2-0 but below Re. 1-4-0	4	·17	27	·62	10	2·3	1	·15	42	·53
Re. 1-4-0 but below Re. 1-6-0	66	2·87	9	·21	101	22·5	..	..	176	2·21
Re. 1-6-0 but below Re. 1-8-0	1	·04	3	·07	9	2·2	..	..	13	·16
Re. 1-8-0 but below Re. 1-10-0	1	·04	22	·50	12	2·7	..	..	35	·44
Re. 1-10-0 but below Re. 1-12-0	..	..	1	·02	4	·9	..	..	5	·06
Re. 1-12-0 but below Re. 1-14-0	..	..	2	·05	2	·4	..	..	4	·05
Re. 1-14-0 but below Rs. 2	..	..	7	·16	..	..	..	..	7	·08
Rs 2 and over	1	·04	2	·05	22	4·9	1	·15	26	·32
Total	2,311	100	4,358	100	444	100	865	100	7,978	100

APPENDIX IV (C).

Table showing the frequency of daily net earnings of workers in the Silk factories and filatures covered by wage census.

Earning group.	Centres.									
	Kashmir.		Mysore.		Bombay.		Madras.		All Centres.	
	No. of workers.	% to total.	No. of workers.	% to total.	No. of workers.	% to total.	No. of workers.	% to total.	No. of workers.	% to total
Under As. 4	1	0·04	24	0·55	..	..	..	..	25	0·3
As. 4 but below As. 6	3	0·13	190	4·36	..	..	45	5·2	238	2·9
As. 6 but below As. 8	4	0·17	1,061	24·35	..	..	24	2·4	1,089	13·6
As. 8 but below As. 10	291	12·59	1,832	42·04	..	..	123	14·1	2,246	28·2
As. 10 but below As. 12	620	26·83	549	12·59	..	..	422	49·9	1,591	19·9
As. 12 but below As. 14	390	16·88	328	7·50	..	..	76	8·4	794	9·9
As. 14 but below Re. 1	314	13·59	48	1·10	1	0.2	128	14.2	491	6·2
Re. 1 but below Re. 1-2-0	..	..	16	0·37	1	0·2	42	5·1	59	0·8
Re. 1-2-0 but below Re. 1-4-0	14	0·60	87	2·00	60	13·5	3	0·4	164	2·1
Re. 1-4-0 but below Re. 1-6-0	63	2·73	159	3·67	119	26·8	..	..	341	4·3
Re. 1-6-0 but below Re. 1-8-0	7	0·30	15	0·35	53	11·9	1	0·15	76	0·9
Re. 1-8-0 but below Re. 1-10-0	599	25·92	24	0·55	50	11·3	..	..	673	8·5
Re. 1-10-0 but below Re. 1-12-0	2	0·09	13	0·29	18	4·0	..	..	33	0·4
Re. 1-12-0 but below Re. 1-14-0	2	0·09	..	..	8	1·9	..	..	10	0·1
Re. 1-14-0 but below Rs. 2	..	..	2	0·05	14	3·2	..	..	16	0·2
Rs. 2 and over	1	0·04	10	0·23	120	27·0	1	0.15	132	1·7
Total	2,311	100	4,358	100	444	100	865	100	7,978	100

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REPORT
ON
LABOUR CONDITIONS
IN
SUGAR FACTORIES

BY

AHMAD MUKHTAR

Member, Labour Investigation Committee

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PREFACE.

The Tripartite Labour Conference at its meeting in September 1943 recommended the setting up of a machinery to investigate questions of wages and earnings, employment and housing, and social conditions generally, with a view to provide adequate materials on which to plan a policy of social security for labour. In pursuance of that resolution, the Labour Investigation Committee was appointed by the Government of India by Resolution No. L-4012, dated the 12th February 1944 to carry out the investigations. The Committee was instructed to extend its investigations generally to all industrial and semi-industrial labour covered by the Royal Commission on Labour in their Report, with the addition of certain other categories. The Committee was asked by the Government of India to decide in each case the most suitable manner of conducting the enquiry. The Government, however, considered that the method of enquiry should not merely consist of sending out questionnaires to Government agencies and Employers' and Workers' Associations, but should also comprise specific enquiries in individual concerns based on representative sampling.

2. In India, in spite of the quite comprehensive enquiries made by the Royal Commission on Labour and a few Committees appointed by the Provincial Governments, there have remained large lacunae in regard to information on labour conditions in several industries. In particular, broadly speaking, the method of direct enquiry on the spot has not been adopted on a sufficiently wide scale so as to cover the entire industrial structure. Moreover, certain industries, like cotton textiles and coal mining, have received greater attention than others and even as regards these industries, comprehensive information on an all-India basis has not been available. With a view to making up this deficiency as well as to bringing the available information up to date, the Committee decided that *ad hoc* surveys should be carried out in various industries so as to secure a complete picture of labour conditions prevailing in each. The following industries were selected for the purpose :—

A. *Mining.* (1) Coal. (2) Manganese. (3) Gold. (4) Mica. (5) Iron Ore. (6) Salt.

B. *Plantations.* (7) Tea. (8) Coffee. (9) Rubber.

C. *Factory industry.* (10) Cotton. (11) Jute. (12) Silk. (13) Woollen. (14) Mineral Oil. (15) Dockyard. (16) Engineering. (17) Cement. (18) Matches. (19) Paper. (20) Carpet weaving. (21) Coir matting. (22) Tanneries and Leather Goods Manufacture. (23) Potteries. (24) Printing Presses. (25) Glass. (26) Chemical and Pharmaceutical works. (27) Shellac. (28) Bidi-making, Cigar and Cigarette. (29) Mica Splitting. (30) Sugar. (31) Cotton Ginning and Baling. (32) Rice Mills.

D. *Transport.* (33) Transport Services (Tramways and Buses). (34) Non-gazetted Railway Staff.

E. *Other types of labour.* (35) Port Labour. (36) Municipal Labour. (37) Central P. W. D. (38) Rickshaw Pullers.

3. The main conception on which the *ad hoc* surveys have been based is that information should be collected on the spot by direct enquiry conducted with the help of the Committee's own staff and that this information should, as far as possible, conform to the sampling methods widely adopted in such work. Owing to great variations in the character of the different industries, however, there could not be a complete uniformity in regard to the methods which had to be adopted to suit the peculiarities of particular industries and centres. For instance while there are only a few centres and units in certain industries such as potteries, mineral oil, gold, etc.; in other industries, such as

textiles, engineering, transport services, plantations, tanneries, bidi making, etc., a very large number of centres and units in different provinces (and even States) had to be covered. Moreover, some of the industries are modern industries of the large-scale type, wherein factory legislation applies more or less entirely, while others are indigenous handicrafts or small-scale industries, where factory legislation is either inapplicable or partially applicable. Thus, information has not been uniformly available in advance as regards the size, location and ownership of industrial units, such as is necessary before decisions for sampling are taken. Consequently, the technique of representative sampling had to be modified and supplemented so as to obtain whatever information of a reliable character was available. As far as possible, however, in all industries important centres were covered. In each of these centres units were chosen on a sample basis, but it was possible in a few centres to cover all units. The final lists of centres of survey and individual establishments were made out in the light of the impressions gathered during the course of the preliminary tour and in consultation with local authorities. The guiding principle in the selection of centres of survey was to make the servey regionally representative so as to discover differences in the conditions of labour in the same industry in different parts of the country. The selection of individual concerns was generally based on considerations, in order of importance, of (a) size, (b) ownership (private or limited) and (c) whether subject to statutory regulation or not. In this connection it may be stated that the Committee were greatly handicapped in sampling the units owing to the lack of complete information regarding location and number of units in the selected industries. Unfortunately there are no all-India employers' organisations in some of the organised industries, nor are the statistics maintained by the Central and Provincial Governments at all complete. Moreover, in certain unorganised industries, such as shellac, carpet-weaving, bidi-making, etc., owing to their very nature, no such information could have been readily available in advance. In certain cases, therefore, owing to these difficulties as well as transport difficulties and other exigencies, the sampling could not be fully adhered to. Nevertheless, the Committee have been anxious to gather in the maximum possible information in the limited time at their disposal and with a view to this, they have cast their net as wide as possible. The main instruments of the *ad hoc* survey were the Questionnaires. These were of two kinds :—(a) the main *ad hoc* survey questionnaire on points likely to be common to all the industries surveyed, and (b) supplementary and special questionnaires in respect of certain industries, such as plantations, mines, railways, rickshaw pullers, port labour, municipal labour, glass, shellac, mica, etc. The main questionnaire was accompanied by a tabular form for entering wage data and this was used wherever possible. In the case of certain surveys, however, such as salt, paper, cotton, woollen and jute textiles, dockyards, silk, cement and gold mining, it was possible to conduct a wage survey on a sample basis. The chief method of collection of data was by personal investigation of industrial establishments, examination of their records and contact with labour in factories and homes. The information thus collected was supplemented and checked with replies to the Questionnaires received.

4. For the purpose of conducting enquiries, a sufficiently large field staff consisting of 16 Supervisors and 45 Investigators, was appointed. Before the commencement of field work, all the Supervisors (with the exception of those working in Bengal) were called to the Committee's headquarters at Simla and given detailed instructions on the technique and scope of the enquiries to be conducted by them, the manner in which they were to submit their data, and the centres and units which they were to investigate. In addition, both Supervisors and Investigators were provided with written instructions regarding the use of questionnaires, sampling of concerns (where this could not be done in

advance), filling of the wage forms, etc. In particular, they were asked not only to collect information on the spot but also to draw upon every other possible source of information. In doing so, they were required to distribute copies of the questionnaires in the centres assigned to them not only amongst the sampled units but also amongst Employers' and Workers' associations in the industry and such other associations and individuals as were likely to be interested in the subject. They were also asked to get into touch with officials of Central and Provincial Governments connected with labour and obtain such facilities as might be necessary in doing their work.

5. As far as the field work in Bengal was concerned it was done by the staff of the Committee under the guidance and supervision of the Labour Commissioner, Bengal, and his subordinate officers. Members, however, paid visits to selected centres and units in Bengal to obtain first-hand knowledge of local labour conditions.

6. The Committee's survey covered all Provinces with the exception of the North-West Frontier Province where none of the industries selected for survey was sufficiently important. It extended to many of the Indian States also, such as Kashmir, Patiala, Gwalior, Baroda, Mysore, Sandur, Travancore, Cochin, Bundi, Indore and some of the States of the Eastern States Agency. No survey was undertaken in the Hyderabad State as that State preferred to appoint its own Labour Investigation Committee, with terms of reference identical to those of this Committee, for enquiry into local labour conditions.

7. In dealing with the *ad hoc* survey work, several courses were open to the Committee :—(i) the Committee, as a whole, to study each industry, (ii) the surveys to be distributed region-wise and each Member put into charge of a region, and (iii) each Member to be entrusted with a few surveys throughout India. With a view to speedy and efficient work, the third course was actually adopted. This departure from the usual procedure of the Committee as a whole dealing with the work was necessary in view of the immensity of the task and the necessity of maintaining an all India perspective. Moreover, it was felt that this procedure would enable Members to make a specialised study of labour conditions in individual industries in different parts of the country. It was also felt that the peculiar problems of industrial labour had more an industry-wise than a region-wise dispersion and that the procedure would be helpful to future legislation which has to take into consideration the diversified conditions of each industry. It will be seen, however, that in the Reports the factual material has been presented both on an all-India and on a regional basis.

8. Thanks and acknowledgements are due to Provincial Governments, State Authorities, Labour Commissioners (and particularly the Labour Commissioner, Bengal), Directors of Industries, Chief Inspectors of Factories, Port authorities, local bodies, employers' and workers' associations, managements of the units surveyed and all others who rendered help in the collection of the data presented in these Reports.

D. V. REGE, *Chairman.*

S. R. DESHPANDE
AHMAD MUKHTAR
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} *Members.*

TEJA SINGH SAHNI,
Secretary.

INTRODUCTION.

Sugar industry in India has been in existence from times immemorial, as is evident from several references found in the ancient literature of this country. The methods of production, however, were mostly indigenous and were confined to the production of raw sugar in the form of *gur* or *rab*. Later, more refined methods of production came into vogue but the Indian factories could not successfully compete with imported sugar. An important land-mark in the history of sugar industry in India was the year 1930-31 when the question of protection was referred to the Tariff Board by the Government of India.* Pending the consideration of its report, the revenue duty on the import of sugar was levied at the rate of Rs. 7|4|- per cwt. in March 1931. An additional revenue surcharge of 25 per cent. amounting to Rs. 1|13|- per cwt. was imposed in September 1931. In pursuance of the recommendations of the Tariff Board, the Government fixed the protective duty at Rs. 7|4|- per cwt. Thus the total import duty including surcharge was Rs. 9|1|- till 31st March 1934. There have been slight variations in it from time to time but the industry has all along been enjoying the benefits of protection. The second Tariff Board Enquiry instituted in March 1937 recommended the continuance of protection upto 31st March 1946.

Under the stimulus of tariff protection, sugar industry in India has made phenomenal progress during the last decade and a half. The Indian sugar industry is now the second largest industry, next in importance to only the cotton textile industry. How much its development is due to the protective tariffs will be evident from the fact that India, which was only second in the world in 1931, now occupies the unrivalled position of being the largest producer of sugar. Following the Japanese occupation of the Dutch East Indies, the import duties have lost all their significance as the imports of sugar into India gradually diminished and ultimately disappeared in 1943-44.

Localisation of the Industry†.—The most suitable geographical region for the growth of sugar cane is the tropical as is evident from the large concentration of sugar factories in the Dutch East Indies. In India, however, the region which was responsible for 113 out of 166 factories and which gave employment to 75 per cent. of the total labour force in 1939 extended over Bihar and United Provinces while the provinces of Bombay and Madras, which may rightly be called tropical and which are ideally suited for sugar, have not developed it to the same extent. The average yield in terms of raw sugar per acre is as high as 6,700 lbs. in Madras and 5,700 lbs. in Bombay as against 2,500 lbs and 2,300 lbs. in U.P. and Bihar respectively. Not only is the quality of the cane in Bombay and Madras superior to that of U.P. or Bihar but, till recently, the sugar recovery was higher in Bombay than in most parts of the country. But there are certain counteracting factors. A wide range of alternative cash crops—groundnuts, cotton, plantains, chillies, tobacco and paddy—in Madras, the higher over-all cost of sugar manufacture in Madras and of cultivation in Bombay and the absence of many compact blocks for sugar-cane cultivation both in Madras and Bombay account for the smaller number of sugar factories in these regions. The United Provinces and Bihar have the advantages of compact sugar cane areas and an early start, with the result that the industry has settled down in these regions sufficiently and is in a position to spare an exportable surplus after meeting local demand.

---

* Vide Government of India, Commerce Department's resolution No. 127-T, dated 20th May 1930.

† For further information on the subject see Localisation of Industry in India published by the Government of India.

The principal centres of sugar industry are shown below together with the number of workers in 1939 and the increase or decrease in that number since 1921*.

TABLE I.

Showing principal centres of sugar industry employing over 1,000 *workers.*

Centres. (1)	Province or State. (2)	No. of workers in 1939. (000) (3)	Increase (+) or Decrease (—) in Number of workers since 1921. (000) (4)
Gorakhpore*	U.P.	14·2	+13·1
Champaran*	Bihar	5·0	+4·1
Meerut*	U.P.	3·8	+3·8
Saran	Bihar	3·5	+1·8
Muzaffarnagar	U.P.	3·2	+3·2
Darbhanga*	Bihar	2·9	+1·1
Saharanpur	U.P.	2·6	+2·6
Gonda	U.P.	2·6	+2·6
Bareilly	U.P.	2·4	+2·4
Bijnor	U.P.	2·4	+2·4
Pilibhit	U.P.	2·2	+2·1
Muzaffarpur	Bihar	2·1	+1·8
Sitapur	U.P.	1·8	+1·8
Kheri	U.P.	1·7	+1·7
Rampur	U.P. States	1·5	+1·5
Shahabad	Bihar	1·4	+1·3
Hardoi	U.P.	1·3	+1·2
Nadia	Bengal	1·3	+1·3
Jaora	C.I. States	1·3	+1·3
Ahmadnagar*†	Bombay	1·2	+1·1
S. Arcot*	Madras	1·1	—0·2
Hyderabad	Hyderabad States	1·1	+1·1
Naini Tal	U.P.	1·0	+1·0

Employment in the Sugar Industry.—The total daily employment in both seasonal and perennial sugar factories in the different provinces of British India in 1943 was 83,294. The following table gives the variations in employment since 1929.

* Sampled centres.

† Vide Location of Industry in India, published by the Govt. of India, page 44.

TABLE II.

Showing Average Daily Number of Employees in the Sugar Industry.

		Madras.	Bombay.	Sind.	Bengal.	U.P.	Punjab.	Bihar.	Orissa	C. P. & Berar.	Assam.	N.W.F.P.	Total.	Grand Total.
1929	Perennial	2,389	330	..	..	7,256	130	4,621	..	..	..	..	14,726	
	Seasonal	..	..	..	..	..	..	..	..	..	..	..	..	14,726
1930	Perennial	2,312	330	..	..	7,126	500	4,585	..	..	..	..	14,853	..
	Seasonal	..	..	..	..	..	..	..	..	..	..	..	..	14,853
1931	Perennial	2,105	330	..	..	..	539		..	..	..	..	2,974	
	Seasonal	110	781	..	..	9,592	..	4,573	..	..	..	..	15,056	18,030
1932	Perennial	2,450	330	..	90	..	896	..	..	..	..	..	3,766	..
	Seasonal	169	861	..	..	20,251	..	8,862	..	..	..	..	30,143	33,909
1933	Perennial	2,224	601	..	958	..	1,188	..	..	..	..	..	4,971	..
	Seasonal	246	730	..	..	29,724	..	13,524	..	..	..	..	44,224	49,195
1934	Perennial	2,163	1,528	..	2,224	..	1,935	..	..	..	..	..	7,850	..
	Seasonal	681	631	..	..	38,254	..	16,770	..	..	..	..	56,336	64,186
1935	Perennial	2,293	..	..	..	1,989	..	..	..	..	..	..	4,282	..
	Seasonal	993	2,597	..	3,298	39,819	2,200	16,479	..	..	32	..	65,418	69,700
1936	Perennial	1,953	..	..	..	1,817	..	..	..	62	..	..	3,832	..
	Seasonal	2,016	3,753	406	3,508	42,452	2,202	18,611	290		..	17	73,255	77,087
1937	Perennial	971	..	..	..	1,477	..	..	..	..	..	..	2,448	..
	Seasonal	2,530	4,419	406	3,198	43,060	1,485	18,334	571	..	72	..	74,075	76,523
1938	Perennial	1,062	..	..	..	1,557	..	..	..	..	..	..	2,619	..
	Seasonal	2,921	4,155	350	2,431	43,531	1,320	18,110	517	..	..	88	73,523	76,142
1939	Perennial	1,043	..	..	..	988	..	..	..	5	..	..	2,036	..
	Seasonal	3,524	5,453	177	3,558	44,241	1,303	16,071	493	..	52	..	74,872	76,908
1940	Perennial	958	..	..	..	2,265		..	..	..	..	..	3,223	..
	Seasonal	3,471	8,049	140	4,675	44,949	1,472	18,998	667	..	132	..	82,553	85,776
1941	Perennial ..	924	..	..	..	2,273	..	..	..	..	..	..	3,197	..
	Seasonal	3,102	8,992	181	5,287	45,199	1,570	17,129	639	..	106	316	82,521	85,718
1942	Perennial	870	..	..	..	3,408	..	..	..	..	..	..	4,278	..
	Seasonal	4,113	5,263	119	4,646	46,255	1,485	16,866	759	..	..	316	79,822	84,100
1943	Perennial	299	..	..	..	3,631	..	..	..	..	..		3930	..
	Seasonal	3,702	1,924	75	3,831	48,276	1,362	18,776	543	..	..	875	79,364	83,294

Perennial Factories.—Separate figures for seasonal and perennial sugar factories in 1929 and 1930 are not available. In 1931, the perennial factories provided employment to 2,974 persons. The number showed a gradual upward trend with the result that, by 1934, it reached 7,850 showing an increase of 163.9 per cent. over the 1931 figure. From 1935 onwards there was a rapid fall in employment till, in 1939, it stood at 2036—74.1 per cent. and 31.5 per cent. less than the 1934 and 1931 figures respectively. After 1939 the employment figure began to show signs of improvement and, in 1943, it stood at 3,930 i.e., 93 per cent. above the 1939 figure.

Seasonal Factories.—In the seasonal sugar factories, the employment figure stood at 15,056 in 1931. It showed a 100 per cent. increase in 1932 when it reached 30,143. The years 1933 and 1934 showed a further upward tendency till, in 1935, the employment stood at 65,418 showing a 334.1 per cent. increase over 1931 figures. This upward tendency went on unimpeded and, in 1939 and 1940, the employment in the seasonal factories amounted to 74,872 and 82,533 respectively. Since then there has been a steady decrease and by the year 1943 a fall of 3.8 per cent. was registered as the employment figure came down to 79,364.

Taking the seasonal and perennial factories together, it can be said that the increase in employment between 1929 and 1939 was 422.3 per cent., between 1939 and 1943 was 8.3 per cent. and between 1929 and 1943 was 465.6.

The phenomenal growth of the sugar industry is responsible for some peculiar problems.

(a) There was no planning in the first instance with the result that the buildings of a fair number of sugar factories are defective in more than one respect. Moreover, the disposal of effluent is very unsatisfactory in several cases and the atmosphere both in and outside these factories is very offensive. This is not without its repercussions on the working conditions and health of employees.

(b) The speedy growth and development of the industry resulted in an abnormal increase of demand for both trained and untrained labour. The former was not readily available and, naturally, some of the technical staff that was first employed comprised foreigners, who had served in Java and places outside India. High emoluments were offered to them but, with the lapse of time, enough Indian personnel was available. The question in regard to unskilled labour was different. The regions, where sugar factories were mostly started, had already a surplus population who found it difficult to make both ends meet with their scanty and precarious income from land. Fortunately, the working period in sugar coincided with the slack period in agriculture (between November and March or April—May). However, the employers were not at first sure of a continuous labour supply. With a view to attracting workers, they built *pucca* quarters for housing a certain percentage of them, especially the more skilled staff. As labour became freely available, they did not make any great attempts to build more *pucca* houses or make the existing ones more comfortable. This resulted, in the emergence of thatched huts, ill-ventilated quarters, bad drainage, lack of suitable water supply and absence of adequate washing and bathing facilities and latrines and urinals. The seasonal character of the industry may in itself have been responsible for the indifference of employers to the provision of good housing and other amenities.

(c) The localization of sugar industry deep into the countryside made factory inspection a difficult task. Certain malpractices consequently developed without being detected by inspectors in their casual and stray visits. The interests of workers consequently suffered.

(d) Very little attention seems to have been paid by employers in U.P. and Bihar to the disposal of by-products, such as molasses, bagasse, and other things. The result is that no scheme for the prolongation of the working season has been developed and the majority of sugar factories continue to be seasonal in character. It is true that some of the factories have taken to the manufacture of syrups, confectionary and alcohol, thus providing employment to many of the workers in the off-season, but this number is not large.

(e) It was felt during this enquiry that, with the exception of a few employers, a large majority of them did not pay any attention to the welfare of their workers. The net result is that a policy of drift has set in.

(f) The workers are mostly disorganised and do not possess any great bargaining capacity. Naturally, a large number of strikes organised by them have failed.

Responsibility of a protected Industry for Better Labour Conditions.—The phenomenal development of sugar industry is due solely to the protective tariffs and the tax payers have naturally a right to enquire if the workers have also shared in the general prosperity of the industry. The Tariff Board of 1931 referred to the considerable employment by the sugar factories of the agricultural classes in the period between the *Kharif* and *rabi* harvests when agricultural operations are slack and gave such employment as an additional argument for protection to the industry. The second Tariff Board of 1937 categorically supported the contention that the responsibility of a protected industry about labour problems are usually greater. I reproduce their words :—

> "In regard to the remuneration paid to the different grades of labour and to the tenure of employment, the situation is not generally satisfactory. In a protected industry it is to be expected that the labourer in the factory should also share in the benefits of protection, but we find that the interests of labour have not received the consideration they deserve"*.

This verdict was true not only in 1937 but also today.

Method and Scope of Enquiry.—For an *ad hoc* survey of labour conditions in the sugar industry, India was divided into two principal regions—the region covering the United Provinces and Bihar and the region comprising South India and the Deccan. Of the former, Gorakhpore and Meerut from the United Provinces and Champaran and Darbhanga from Bihar were selected for detailed investigation, while Ahmadnagar in the Bombay province, Nellikuppam, Samalkot and Vuyyur in South India were chosen in the tropical region. The choice fell on these in preference to other centres not only in view of their importance from the point of view of employment of labour, but also because, in my opinion, labour conditions in these centres were typical and representative of the entire labour conditions in the respective regions. To be more realistic, the choice was restricted to lend local colour by selecting within the region centres as far distant from each other as possible. While the selection of centres was deliberate, the choice of individual units in them was randomised. Of the total number of 153 factories in British India in 1944, 27 were selected at random which gives a sample of 17.6 per cent. The enquiry covers over 22,000 workers in all centres or a percentage of 26.5 of the total employment in sugar in British India (at the date of enquiry). Information was collected partly by the issue of an *ad hoc* questionnaire to the employers

* Report of the Indian Tariff Board on the Sugar Industry, 1938, page 151.

of the sampled concerns and partly by my investigating staff. It was checked by supervisors stationed in different regions and rechecked by me. The personal investigations also included enquiries into the civil condition, indebtedness and housing of workers.

Scheme of the Report.—In order that regional peculiarities may be brought into prominence, this report is divided into different parts, each part dealing with a particular region. Part V epitomises the glaring facts in the regional reports and the conclusions which are irresistible on the basis of the data collected by my staff.

PART I.

HARIGAON AND TILAKNAGAR.

(Ahmadnagar District).

The main characteristic of the two sampled units in Ahmadnagar is the concentrated cultivation of sugar cane in a compact area in the close vicinity of the sugar factories. The units have their own farms that give them an assured supply of sugar cane and, what is more important, enable them to determine the time of harvesting according to their own requirements and production capacity.

Employment.

The total employment in the sampled units in January 1944 was 1,594. None of them employs women and children. One unit did not supply figures of employment for 1939. The figures supplied by the other unit go to show that the number of workers employed therein increased from 304 in January 1939 to 529 in January 1944 (i.e., by 74.01 per cent.).

Out of a total of 1,594 workers in January 1944, 1,558 (i.e., 97.74 per cent.) are time-rated and 36 (i.e., 2.26 per cent.) are piece-rated. The following table gives the necessary details.

TABLE III.

Showing details of employment in the sampled factories.

Code number of factory.	January 1944.				
	Total number of workers.	Time-rate.	Percentage to total.	Piece-rate.	Percentage to total.
1	529	508	96·03	21	3·97
2	1,065	1,050	98·59	15	1·4
Total ..	1,594	1,558	97·74	36	2·26

Classification of Workers.—Workers are generally classified as 'seasonal' and 'permanent'. In one unit, there are a few *badlis* or substitutes. A provident fund exists in one unit only for the benefit of the permanent workers drawing Rs. 20 and more per month. Permanent workers get 15—30 days' leave with pay in one unit and 18 days' leave with pay in the other unit. Seasonal workers in both units get a combined sick and privilege leave of 7 days with pay. The permanent staff are generally on monthly wages and are retained during the off-season on half or full wages. The percentage of permanent workers varies from 60 in one unit to 66 in the other unit. Some of the temporary workers also in one unit are paid a retention allowance equivalent to half the normal wages during the off season.

Promotions.—Both the units have graded scale schedules in respect of workers and their supervisory staff. In one of the units, however, a new recruit is paid a daily wage of As. 6|6 excluding dearness allowance for the first season, and is admitted in the next season to the category of graded workers with scope for promotion in the same or allied occupation. There is grade mobility and persons working on lower posts are promoted to higher posts in course of time. A pan attendant, for example, can rise to the position of a panman and even a head panman.

Labour Turnover.

Figures regarding labour turnover supplied by one unit show that, during the season, very few people leave their jobs. During the off-season, most of them are engaged on factory-owned farms. The labour turnover was 1.4 per cent. and 2 per cent. in 1938-39 and 1943-44 respectively.

Absenteeism.

Since the majority of the workers in both units are drawn from the neighbouring villages and are housed on the factory premises, absenteeism is not as large here as it is in other industries in the Bombay province. From personal enquiries, it was found that absenteeism was mainly due to illness and that, on a liberal estimate, it did not go beyond 3 to 5 per cent. during the season.

Standing Orders.

There are no standing orders determining the relationship between the employers and employees in either of the sampled units.

Recruitment and Labour Officers.

As both the units are situated in rural areas, there is always a large labour force seeking employment. The unskilled workers are mostly recruited at the factory gate, preference being given to old employees, their friends and relatives. Supervisory and skilled jobs are advertised and candidates are selected on the basis of qualifications and experience. In some cases, advances are given to workers for their journey and they are later deducted from their wages. While complaints in respect of recruitment to unskilled and semi-skilled jobs were not received, allegations of bribery and favouritism were made against sectional heads in respect of skilled hands.

None of the units has any labour officer. It is said that the grievances of labour are heard in the first instance by the sectional heads concerned and then passed on to the manager. For fear of victimisation, a worker does not normally represent his grievances to the manager, with the result that he is left to the mercy of his immediate boss.

Wage Rates.

From the wage rates supplied by one unit, it is possible to say that there has been no *substantial* increase in the basic wages since October 1938. The relevant facts in respect of the wage-rates for 1938 and 1940 are given below :—

TABLE IV.

Showing changes in the wage rates during the war.

	Oct. 1938.	Jan. 1940.
(A) Unskilled workers.		
Bagasse Loaders	Rs. 15 p.m.	Rs. 15 to 20
Gangmen	,,	,,
Cooly (Engineering)	,,	,,
Oilmen	Rs. 16 to 17/8	Rs. 17/8 to 20
Cane-drivers	Rs. 16	Rs. 16 to 23
(B) Semi—skilled		
Quadrupleman	Rs. 20 to 25	Rs. 20 to 30
Centrifugal m/c	Rs. 17/8	Rs. 17/8 to 22
Centrifugal Jamadar	Rs. 20 to 30	Rs. 20 to 30
Loco-drivers	Rs. 20 to 30	Rs. 22 to 30
Dynamo Attendants	Rs. 15 to 20	Rs. 17/8 to 25

	Oct. 1938	Jan. 1940
(C) Skilled.		
Head panman	Rs. 75	Rs. 60 to 85
Assistant panman	Rs. 25 to 50	Rs. 25 to 55
Driver	Rs. 22	Rs. 22 to 30
Fitter	Rs. 40 to 65	Rs. 50 to 75
Moulder	Rs. 50 to 75	Rs. 50 to 75

The wage-rates introduced in 1940 are still in force.

Contract Labour.—Contract labour is employed only for stacking and despatching bags and its wages are determined by the current rates prevalent among unskilled agricultural workers in the neighbourhood.

Principles of Wage Fixation.—Wages in the sampled units are governed by the prevailing agricultural wage rates and by competition between employers. The net result is that wages in the sugar industry are lower than those in the urban industries in Bombay.

Analysis of Wages and Earnings.

Of 1,499 workers on rolls, wage data of 753 or 50.23 per cent. workers who had put in the maximum number of days that their sections had worked in January 1945, were collected from the two sampled units. The frequency table of the basic wages earned by the workers has been prepared and it appears that as many as 45.90 per cent. of them earn between 6 and 8 annas and 34.69 per cent. between 8 and 10 annas. The mode lies in the group " 6 annas but less than 8 annas ". The median lies in the second group " 8 As. but less than 10 As. ". Other details of the basic wages are as follows :—

TABLE V.

Wage group.	Number of workers.	Percentage to total.	Cumulative frequencies of percentage.
6 As. but less than 8 As.	688	45·90	45·90
8 As. but less than 10 As.	520	34·69	80·59
10 As. but less than 12 As.	80	5·33	85·99
12 As. but less than 14 As.	44	2·94	88·86
14 As. but less than Re. 1	23	1·53	90·39
Re. 1 but less than Rs. 1/2	8	0·53	90·92
Rs. 1/2 but less than Rs 1/4	4	0·27	91·19
Rs. 1/4 but less than Rs 1/8	28	1·87	93·06
Rs. 1/8 but less than Rs 1/12	28	1·87	94·93
Rs. 1/12 but less than Rs 2	4	0·27	95·20
Over Rs. 2	72	4·80	100·00
Total ..	1,499		

All workers are men and are time-rated.

Net Earnings (including Allowances).—The frequency table of earnings inclusive of dearness allowances and overtime pay given below shows that as many as 1,105 out of 1,499 or 73.71 per cent. of the workers earn between 12 annas and Re. 1 per day. Both the median and mode lie in this group, and

the earnings between 12 annas and 1 rupee 8 annas cover 89.65 per cent. of the total sample. Other details about net earnings are given below :—

TABLE VI.

Earning groups.	No. of workers.	Percentage to total.	Cumulative frequencies of percentage.
12 As. but less than 1 Re.	1,105	73·71	73·71
Re. 1 but less than Rs. 1/4	190	12·67	86·38
Rs. 1/4 but less than Rs. 1/8	49	3·27	89·65
Rs. 1/8 but less than Rs. 1/12	16	1·07	91·72
Rs. 1/12 but less than Rs. 2	28	1·87	93·59
Rs. 2 but less than Rs. 2/4	33	2·20	95·79
Rs. 2/4 but less than Rs. 2/8	4	0·27	96·06
Over Rs. 2/8	74	4·94	100·00

Dearness and other Allowances.—Dearness allowances are given by both the units. The details are shown below :—

TABLE VII.

UNIT A.	(1) For employees drawing less than Rs. 30	Rs. 10
	(2) For employees drawing Rs. 31 to Rs. 51	Rs. 12/8
	(3) For employees drawing Rs. 52 to Rs. 100 ..	Rs. 15
	(4) For employees drawing Rs. 101 to Rs. 185 ..	Rs. 20
	(5) For employees drawing Rs. 186 to Rs. 250 ..	Rs. 25
UNIT B.	(1) For all employees who have put in full month's work	Rs. 15 p.m.

Overtime.—Overtime is not compulsory in any unit. Both the units record overtime in their registers whenever it is done. The overtime wages are calculated according to the Factories Act and the records are accessible to the workers.

Deductions and Fine Funds.—Deductions from wages are not made except in respect of contributions to provident fund and the return of advances. Nor is there a fine fund in any of the sampled units.

Wage Period.—The wage period in one unit is a calendar month for all employees. In the other unit, the wage period is one month for monthly-rated workers and a fortnight for the daily-rated workers. In both the units, wages are paid within 4—7 days of the expiry of the wage period.

Closed Days.

There are no regular close days in the month during the season. Only the day shift workers get Sunday off. During off season, permanent workers get a weekly day of rest and holidays on certain important festivals, e.g., *Dusehra, Diwali, Nagpanchami*, etc., etc.

Working Conditions.

There are two types of workers—day workers and shift workers. Day workers in one unit work for 10 hours (7.30 a.m. to 1 p.m. and 2.30 p.m. to 7 p.m.) while they work in the other unit for 9-1|2 hours (8 a.m. to 1 p.m.—2.30 p.m. to 7 p.m.). Shift workers in both the units work for 8 hours per day. There is no overlapping shift in any of the units.

The building of one of the units is fairly imposing while that of the other is old and damp. The light in the former was sufficient but the atmosphere at certain places was very stuffy. The temperature in the working rooms at the time of enquiry was 105°F. It was said that the temperature during

summer and winter goes up to 120 and 100 respectively. In both the units, sulphur-di-oxide gas leaked from the sulphur stoves and sulphitation tanks and was inhaled by the workers. It was so choking near the sulphitation tanks that the investigating staff could not stand there for more than a few minutes. It is feared that the inhaling of this gas might be sufficiently dangerous. Some of the workers were actually suffering from chronic throat troubles. The system of removing the press mud and the disposal of effluent was generally more satisfactory than one comes across in the U. P. and Bihar sugar factories and one obvious result of the same was that there was absolutely no bad smell. Many of the liming tank attendants had scars on their hands as a result of the handling of lime solution. In none of the factories under investigation was there any provision of rubber gloves for the use of such workers.

Welfare Activities.

The arrangement for drinking water was satisfactory in one unit, but unsatisfactory in the other. The latrines and urinals in both cases were dirty and ill kept. There were no bathing and washing facilities. In one unit, however, there were six sets of automatic feet washers but none of them was in a working order at the time of enquiry.

Both the units maintain hospitals, with 2 beds in one and 6 beds in the other. The workers and their dependants were treated free, prevalent diseases among them being malaria, influenza, diarrhea, dysentery, skin diseases, sore eyes, typhoid and seasonal epidemics, mostly cholera. The medical officer in one unit said that he had during the last two years treated several cases of ulcers, resembling tropical ulcers, which he attributed to nutritional deficiency. On account of frequent dust storms, eye sore was a very common disease among the sugar workers in both the units.

The system of medicine in both the units was allopathic and the daily average number of patients treated was 170 to 200 in each case. The following table gives the qualifications and emoluments of the medical officers and their assistants :—

TABLE VIII.

Unit.	Qualifications of Doctor.	Emolumets.	Assistants.	Remarks.
1	M.B.B.S. (Bombay)	Rs. 275/- plus free bungalow, servant and conveyance.	1 compounder, 1 dresser & 1 ward boy.	No private practice.
2	L.C.P.S. ..	Rs. 160/- p.m. ..	1 Compounder, 1 dresser and 2 ward boys.	Private practice allowed.

In the second unit, a segregation camp existed for patients suffering from infectious diseases. There was no periodical medical examination of workers in any of the units, but the medical officers in both cases alleged that a large number of workers, possibly 25 per cent. or so, suffered from venereal diseases.

Canteens.—Only one unit had a tea canteen. Workers were served tea at their place of duty by the vendor. The average sale was 600 cups a day.

Educational Facilities.—Both the units provided educational facilities to their workers up to III standard in Marathi and English.

Grain shops.—One unit maintained 8 grain shops for the workers. The commodities supplied were *bajri*, jowar, wheat, rice, sugar, cloth, kerosene oil, fuel, potatoes, etc., at controlled rates. The other unit had also a grain

shop and commodities were supplied at less than the Government controlled rates, the company bearing the loss. There was a co-operative consumers' store in one unit where all essential necessaries of the average village life were available at moderate rates.

Trade Unions and Strikes.

There was no trade union in any of the sampled factories at the time of my enquiry. In one unit, workers formed a trade union—Belapur Kamgar Union—which however, ceased to function about three years ago. There were three strikes in this unit during the last five years on the question of increased wages and allowances. The demands of the workers were conceded to some extent. In the other unit, the wage scales and increments were revised in January 1940, as a result of an agreement between the management and the then union. A strike occurred in May-June 1941, workers demanding an increase in wages and better housing facilities. It continued for about 2 months but it fizzled out in the long run.

During the course of my personal investigations several workers and their representatives alleged that they were harassed by the police and that they were given the impression that trade unions were illegal after the 1942 disturbances. Complaints of victimisation of trade union workers at the hands of the management were also made at both the places.

Safety Acts, etc.

Both the units come under the Factories Act. The factory inspector visits the units once every year. The provisions of the Payment of Wages Act and the Workmen's Compensation Act are duly observed. Complaints were, however, received that some of the technical personnel in the sugar factories were required to work in various shifts the same day on intermittent duties and the spreadover was normally very large in such cases.

To acquaint workers with the provisions of the various labour acts, abstracts of the same were displayed at the entrance of the factories in English and Marathi.

During 1943, there were four accidents—two in each unit. In one unit, no compensation as such was claimed or given. Nevertheless, the company treated the injured workers at an expense of Rs. 200. In the other unit, compensation in one case amounting to Rs. 302|8|- in 1944 was paid.

Provident Fund.

Only one unit has got a provident fund. All permanent workers getting Rs. 20 or more per month are eligible for membership. The contribution of each member per month is at the rate of 7-1|2 per cent. of his monthly income, the company contributing an equivalent sum and paying an interest thereon at 4 per cent.

Civil Condition.

Of 136 persons selected at random for detailed personal investigations from the pay sheets of the two sampled units, 75 were Hindus, 10 Muslims, 44 Christians and 7 scheduled caste. They were all drawn from the neighbouring villages or districts and a very small percentage came from H. E. H. the Nizam's territory. A fairly large percentage among the workers were agriculturists, mostly landless labourers or petty peasants domiciled in the Ahmadnagar District.

Literacy.—Of 136 workers interviewed, 120 were literate *i.e.*, they were in a position to read and write a letter in their mother tongue. The percentage of literacy, which works out at 88.2, is fairly high. There is a large number of educated workers among the technical staff and it is not uncommon to find a few qualified graduates in science in both the factories.

Marital condition and Dependants.—Like other centres, the percentage of married workers was very high. 120 or 88.2 per cent. of the persons were married. The total number of dependants supported by 136 persons was 536 which gives an average of 3.9 dependants per worker. The family mainly comprised wife and children though it was not uncommon to find parents and widowed sisters living with the workers.

The following table shows the distribution of sampled workers according to the number of dependants supported by them.

TABLE IX.

No. of dependants.	Frequencies.	% of differen groups to the total.
Without dependants	..	..
With 1 to 2 dependants	25	18·4
With 3 to 4 dependants	63	46·3
With 5 to 6 dependants	38	27·9
7 or more dependants	10	7·4
Total ..	136	100·0

The majority of workers had 3 to 4 dependants which may be said to be the modal group. Both the median and the arithmetic average lie in the same group.

Indebtedness.

Of 136 persons, 87 or 84 per cent. were found to be in debt to the extent of Rs. 13,841 which gives an average *per capita* indebtedness of Rs. 159. However, the percentage of indebted workers to total workers in different groups increases with the increase in the number of dependants supported. The following table shows the indebtedness according to the number of dependants supported.

TABLE X.

No. of dependants.	No. of indebted workers.	Amount of debt.	Average debt per indebted family.	% of indebted workers in different groups to the total.
		Rs.	Rs.	
1 to 2 dependants	12	1,832	153	48
3 to 4 dependants	40	6,813	170	63
5 to 6 dependants	28	3,350	120	74
7 or more dependants	7	1,846	264	70
Total	87	13,841	159	64

Further, it appears that 26.4 per cent. workers were lightly indebted and 25.2 per cent. were heavily in debt. The following table shows the distribution of indebtedness according to the amount of debt.

TABLE XI.

Indebtedness.	No. of persons.	Percentage.
Debt upto Rs. 50	23	26·4
Debt between Rs. 51 and 100	26	30·0
Debt between Rs. 101 and 200	16	18·4
Debt over Rs. 200	22	25·2
Total ..	87	100·0

49 workers, or 36 per cent. of the sample, were free from debt.

Causes of Indebtedness.—Like other centres, the sugar workers at Ahmadnagar were indebted, mostly due to domestic and marriage expenses which respectively account for 40.2 and 31.9 per cent. of the total indebtedness. The details about various causes are shown below :—

TABLE XII.

Causes of debt.	No. of loans.	Percentage to all loans.	Total amount of debt. (Rs.)	Percentage of total debt.	Average amoun of debt (Rs.)
Marriage	26	22·8	4,410	31·9	170
Sickness	20	17·5	1,997	14·4	100
Death	..	..	..	..	..
Litigation	3	2·6	650	4·7	217
Purchase of land	2	1·8	200	1·4	100
Domestic needs	56	49·2	5,464	39·5	98
Miscellaneous	3	2·6	70	0·5	23
Ancestral	4	3·5	1,050	7·6	262
Total ..	114	100·0	13,841	100·0	121

Rate of Interest and Agency for Debts.—About 50 per cent. of the total debt was taken from Pathans who charged exorbitant rates of interest. The other agency was that of the village money-lender who was responsible for about 23 per cent. of total indebtedness. Friends and relatives did not charge any interest.

The following table shows the distribution of debts according to interest paid.

TABLE XIII.

Rate of interest.	Amount of debt (Rs.)	Percentage to total.
Free of interest	3,792	27·4
Up to 6¼%	2,925	21·1
6¼% to 12½%	350	2·5
12½% to 18¾%	..	..
18¾% to 37½%	3,552	25·7
Over 37½%	3,222	23·3

Housing.

The total number of dwellings visited was 176 in the two sampled units. Unlike sugar factories in U.P. and Bihar, Ahmednagar factories provide accommodation to *almost* all the workers. Hardly 3 per cent. of workers in one unit and 5 per cent. in the other come from the neighbouring villages.

Roughly speaking, three kinds of houses are provided by employers. The first type is known as *kopies**. These are thatched rooms made of cane tops. The management supply the material and workers build them. They provide very little shelter against heat and rain and there is an ever present possibility of their catching fire as the cooking is invariably done inside. The

* *Kopies* are included in one-room tenements in my discussion on housing.

second type of houses has bamboo walls plastered with mud, with roofing of iron or tin sheets. They generally have an open verandah which is used as kitchen. The third type consists of *pucca* plastered structures with tile or tin roofing. Some houses are two- or three-room tenements and are used only for the highly paid mistries and other supervisory staff.

Of these 3 types of tenements, 176 were visited by the investigating staff. The following table shows their size and number.

TABLE XIV.

Size	Number.	Percentage to total.
One-room tenements	166	94·3
Two-room tenements	2	1·1
Three-room tenements	8	4·6
Total ..	176	100·0

The density of occupancy in one-room tenements is the highest as will appear from the following table :—

TABLE XV.

Size.	Number.	Number of rooms	Number of occupants.	Density of occupancy per room
One-room	166	166	869	5·2
Two-rooms	2	4	8	2·0
Three-rooms	8	24	32	1·3
Total ..	176	194	909	4·7

A very large majority of workers, 95.6 per cent. of the total, live in one room tenements, which comprise 85.6 per cent. of the total habitable dwellings. The average area of a room comes to 108.1 square feet and the area per occupant comes to 23 square feet. The following table gives the percentage distribution of rooms and occupants.

TABLE XVI.

Showig the percentage distribution of rooms and occupants.

Size.	% of habitable rooms to total.	% of occupants to total.
One room tenement	85·6	95·6
Two-room tenement	2·1	0·9
Three-room tenement	12·3	3·5
Total ..	100·0	100·0

38.3 per cent. of the houses had no subsidiary rooms. Verandahs were provided in 93 or 52.8 per cent. of houses and courtyards and kitchens in 6.3 per cent of houses. Further details are given below :—

TABLE XVII.

Size.	Subsidiary.			Verandah.			Courtyard.			Kitchen.		
	With.	Without.		With.	Without.		With.	Without.		With.	Without.	
		No.	%		No.	%		No.	%		No.	%
One-room tenement	2	164	98·8	83	83	50	2	164	98·8	2	164	98·8
Two-room tenement	1	1	50·0	2	..	..	1	1	50·0	1	1	50·0
Three-room tenement	..	8	100·0	8	..	..	8	..	..	8	..	..
All dwellings ..	3	173	98·3	93	83	47·2	11	165	93·7	11	165	93·7

Separate bath rooms and latrines exist only in the case of 11 tenements. The workers normally take their bath at the well or inside the living room and use common latrines or the open fields. The facilities provided in the houses are given in the table below :—

TABLE XVIII.

Size.	Bath Room.			Water Supply.			Latrine.				Electric Light.			Drainage.			Ventilation.		
	With.	Without.		Well.	Tap.	Hand-pump.	Separate.	Common.	Without.		With.	Without.		Satisfactory.	Unsatisfactory.		Satisfactory.	Unsatisfactory.	
		No.	%						No.	%		No	%		No.	%		No.	%
One-room	2	164	98·8	126	2	38	2	129	35	21·1	31	135	81·3	106	60	36·1	138	28	16·9
Two-rooms ..	1	1	50·0	1	1	..	1	1	..	..	1	1	50·0	1	1	50·0	1	1	50·0
Three-rooms ..	8	..	..	..	..	8	8	..	..	..	8	..	..	8	..	..	8	..	..
All dwellings ..	11	165	93·7	127	3	46	11	130	35	19·9	40	136	77·3	115	61	34·7	147	29	16·5

In one factory there were 8 seats in latrines, 4 for men and 4 for women. The pressure on these latrines was 180 families or about 22.5 families per seat. In the other factory, there were 10 seats for over 250 families, the pressure being 25 families per seat. They were on ' drop ' system and were supposed to be cleansed once a day. There were two part-time sweepers to look after these latrines in each factory. Drainage in both the factories was generally very bad. The main drains were uncovered and *katcha* with the result that foul smell emanated from them. Sky holes and ventilators are provided in some tenements but they serve mostly as smoke-holes for the cooking is done inside the rooms. Pucca quarters in one factory have electric light. The ' *Kopis* ' or thatched huts have no provision for electric light nor is there even a common lamp post in workers' colonies.

The following table shows the nature of roof, floor and walls of the sampled houses.

TABLE XIX.

Size.	Roof.				Floor.		Walls.			
	Tiled.	Covered with iron sheets.	Thatched.	Pucca.	Katcha.	Pucca.	Katcha.	Pucca.	Thatched.	Mud plastered.
One-room	46	64	56	..	155	11	26	50	35	55
Two-rooms	1	1	..	..	1	1	..	2	..	..
Three-rooms	..	..	..	8	..	8	..	8	..	..
All dwellings ..	47	65	56	8	156	20	26	60	35	55

The flooring, roofing and walls were all *pucca* in the three-room tenements, but in one-room tenements they were mostly katcha.

The total strength of both the factories during the season comes to no less than 1,594 workers, but it is strange that arrangements about maternity home or child welfare do not exist, nor are there even trained nurses available on the premises. There is an elementary school in each unit but there are no playgrounds, parks or any provision for entertainment. In one factory, some literate persons nave formed their own club but this is beyond the reach of common workers. The club in the other factory has a women's section and the wives of the supervisory staff mostly enjoy radio entertainment.

PART II.

MEERUT.

(United Provinces).

The *ad hoc* enquiry into labour conditions in the sugar industry in Meerut district covered 5 units out of a total of 6, all of which come under the category of seasonal factories. The ' season ' lasts from mid-November to mid-May, unless there is a short supply of cane in which case it goes down even to 3½ months. Two of the units under reference maintain, like some of the Deccan factories, their own farms for raising sugar cane. In one case, the farm being small, cane is raised only for experimental and demonstration purposes. In the other case, cane is raised

in an appreciable quantity for use in the factory. Almost all the units are situated close to railway stations. This gives them an assured supply of cane and helps them in the disposal of manufactured sugar. A common feature of these factories is that the disposal of effluent and press mud is very defective, with the result that workers have to live in an environment which is surcharged with offensive smell.

Employment.

As August is the off season and January the peak month of production, figures of employment for January 1939 and January 1944 have been taken for comparing fluctuations in the pre-war and the present period. From the following data, it can be seen that there has been an increase in employment to the extent of 29.6 per cent. since the beginning of the present war.

TABLE XX.

Serial number of factory.	No. of persons employed.		Difference between (3) and (2).	Percentage increase.
	January 1939.	January 1944.		
(1)	(2)	(3)	(4)	(5)
1	811	1,148	+337	41·6
2	..	743	..	—
3	518	588	+70	13·5
4	566	673	+107	18·9
5	611	838	+227	37·2
Total .. (Excluding Factory No. 2).	2,506	3,247	+741	29·6

Seasonal Workers.—Barring permanent workers employed in the engineering, sales, medical and laboratory departments, all others are discharged at the end of the season. No statistics are available for determining the exact percentage of the seasonal workers who are agriculturists. According to the Khaitan Committee, " almost all unskilled labour employed in sugar factories is derived from agricultural families living in the neighbourhood. The unskilled labourers employed in the sugar factories go back to their village homes in the off season and engage themselves in agriculture "*. Old workers who have worked in previous seasons are given preference when recruitment starts afresh at the beginning of the season.

One unit under investigation pays travelling expenses to some of the skilled workers either at the commencement or at the close of the season provided their work is satisfactory. Another unit pays travelling expenses both at the commencement and at the close of the season to those seaonal workers only whose services are to be retained. The third, the fourth and the fifth unit do not pay generally any such allowance to the workers, as all of them are said to be living in the adjoining villages.

Non-Seasonal Workers.—The staff employed in the office, as also those working in the sales, medical and engineering departments, may be said to be non-seasonal. In all the units, workers in the engineering section attend to repairs and overhauling of machiney and chemists generally to research work on lime, sulphur, factory effluence and sugar cane during the off season.

Length of Service.—The data relating to the length of service in the units under survey do not distinguish between seasonal and non-seasonal workers and

* Report p. 46.

hence there is a large number of them below one year's service as is shown in the following table :—

TABLE XXI.

Showing length of service.

Serial number of factory.	0 to 1 yr.	1 to 5 yrs.	5 to 10 yrs.	Over 10 years
1	365	234	335	124
3	538	60	40	6
4	584	48	71	..
5	679	56	39	38
Total ..	2,166	398	485	168
Percentage in relation to the total.	67·3	12·4	15·1	5·2

Temporary and Permanent Workers.—Workers in sugar factories may be classified into two broad groups, *i.e.*, seasonal and non-seasonal. Among the seasonal workers there is a further distinction between those who are sent away (usually unskilled labourers) at the end of the season and those whose services are retained (usually skilled staff) by being paid reduced salary during the off season. In a way, the non-seasonal staff and those who are paid the retention allowance may be looked upon as permanent, others as temporary. The proportion of the permanent to the entire staff on this basis would vary between 20 to 38 per cent. The non-seasonal staff in one of the units are, in addition to benefits of the provident fund, paid bonus twice a year as against the seasonal staff who are paid bonus only once a year.

Apprenticeship.—There is no system of apprenticeship in any of the units for ordinary or for supervisory posts. Workers are however admitted on lower posts and subsequently promoted to higher ones as and when they acquire sufficient skill and efficiency.

Promotions.—There is no time-scale or grade promotion except in one unit. However, all the other units give increments to their staff on the basis of efficiency and merit.

Labour Turnover.

No separate records were available regarding the number of persons who retired or left voluntarily or were dismissed. It is alleged that unskilled workers are frequently dismissed. The main causes of labour turnover are sickness, social ceremonies, and attractions for better jobs in other industries.

Absenteeism.

Absenteeism in sugar factories is exceptionally low in comparison with other industrial concerns. Nevertheless, on account of the heavy strain involved in certain occupations, workers sometimes absent themselves. Absenteeism increases when the marriage season coincides with the crushing period. In certain localities, *rabi* harvesting takes place in April when agricultural workers would, of course, absent themselves. One of the units pays a 'harvesting allowance' at 2 annas to 3 annas a day during this period.

Standing Orders.

Standing orders defining the relationship between the employers and the employees are conspicuous by their absence in the sampled factories.

Recruitment.

As surplus labour in the rural areas is generally available, no difficulty is experienced in recruiting unskilled labourers. Special officers, jobbers or

contractors are therefore absent in the sugar industry. The factories normally announce the date of commencement of the season in advance and the old hands present themselves on the appointed date.

Labour Officers.

Only one unit has a labour officer. His duties are confined to the distribution of uniforms to the staff and the supervision of the sanitation of the workers' colony, assisted by a sanitary inspector. He is not concerned with workers' complaints and may therefore be looked upon as a labour officer only in name. The grievances of workers are represented by the workers' union in another unit and, in the event of a dispute, the matter is generally referred to the provincial labour commissioner for arbitration. In all other units, the managers alone look into the workers' grievances.

Wages and Earnings.

There are no hard and fast rules for the determination of wages which are usually fixed according to the nature of the work and the skill and efficiency of each worker. There has been no change in the basic rates of wages except in two units where they have been raised by 50 per cent. in the case of some of the low paid employees.

Analysis of Wages and Earnings.—For an analysis of wages and earnings, data were obtained in respect of 3,658 workers distributed over 50 occupations in all the five sampled factories. Of these 3,658 workers, 2,049 or 56 per cent. had worked for the full wage period which is the calendar month of December 1944. All were male workers and were time-rated. All the five factories were working four shifts per day—three continuous shifts of 8 hours each and one day shift for the engineering and workshop staff.

An analysis of average daily wages is given below.

TABLE XXII.

Showing average daily wages (not including allowances).

Wage groups.	No. of workers.	Percentage to total.	Cumulative frequencies of percentage.	Remarks.
Less than 4 annas	..	..	0	
Annas 4 but less than Annas 6 ..	..	..	0	
„ 6 „ „ „ 8 ..	1,638	44·8	44·8	Mode-
„ 8 „ „ „ 10 ..	900	24·6	69·4	Median.
„ 10 „ „ „ 12 ..	169	4·6	74·0	
„ 12 „ „ „ 14 ..	140	3·8	77·8	
„ 14 „ „ Re. 1 ..	295	8·1	85·9	
Re. 1 but less than Rs. 1/2 ..	45	1·2	87·1	
R . 1/2 but less than Rs. 1/4 ..	176	4·8	91·9	
Rs. 1/4 but less than Rs. 1/8 ..	70	1·9	93·8	
Rs. 1/8 but less than Rs. 1/12 ..	46	1·3	95·1	
Rs. 1/12 but less than Rs. 2 ..	66	1·8	96·9	
Over Rs. 2	113	3·1	100·0	
Total ..	3,658	..	..	

In respect of wages, the mode lies in the group "6 annas but less than 8 annas" comprising 44.8 per cent. of the workers. The median lies in the other group "8 annas but less than 10 annas". As many as 85.9 per cent. workers draw less than Re. 1/- per day and only a small percentage gets more than one rupee as basic wages. The frequency table of net earning including allowances is placed below. This gives an idea of the actual earnings per day.

TABLE XXIII.

Earning groups.	No. of Workers.	Percentage to the total.	Cumulative frequencies of percentage.	Remarks.
Less than Annas 8	..	..	..	
As. 8 but less than As. 12	..	..	..	
As. 12 but less than Re. 1	2,424	66·3	66·3	Mode-Median.
Re. 1 but less than Rs. 1/4 ..	695	19·0	85·3	
Rs. 1/4 but less than Rs. 1/8 ..	157	4·3	89·6	
Rs. 1/8 but less than Rs. 1/12 ..	67	1·8	91·4	
Rs. 1/12 but less than Rs. 2 ..	42	1·1	92·5	
Rs. 2 but less than Rs. 2/4 ..	50	1·4	93·9	
Rs. 2/4 but less than Rs. 2/8 ..	67	1·8	95·7	
Over Rs. 2/8	156	4·3	100·0	
Total ..	3,658	100·0	..	

In respect of the average daily earnings, the mode and median lie in the group "12 annas but less than Re .1" comprising 66.3 per cent. of workers. As many as 85.3 per cent. get below Rs. 1|4|- per day.

Dearness Allowance.—Dearness allowance is paid by all the units under investigation but at different rates. One unit pays at a flat rate of Rs. 12|- per month, another pays 4 annas per Re. 1|- of basic wage subject to a minimum of Rs. 5|- and a maximum of Rs. 75|-. In three units, dearness allowance is paid at rates varying according to the scales of pay. In two of these units, dearness allowance is linked with the cost of living index number of Cawnpore. In addition to dearness allowance, 2 units pay a supplementary allowance and a ration allowance at the rate of Rs. 6|- per mensem.

Overtime.—According to the employers, sugar manufacturing is carried on in three shifts throughout the 24 hours and there is therefore no necessity or possibility of overtime work. My enquiries indicate the possibility of overtime under certain circumstances. It was further found that the system of paying overtime wages was not normally in vogue.

Deductions, Fines and Fine Funds.—There are no unauthorised deductions, no fines and no fine funds in any of the units under investigation.

Wage Period.—The calendar month is the wage period in all the factories and workers are paid their wages within 7—10 days of the expiry of the wage period.

Closed Days.—There are no regular closed days during the season except for the day-shift. During the off season, however, Sundays and festival days are observed as holidays for the non-seasonal workers.

Civil Condition.

The enquiry into the civil condition of workers employed in the sugar industry in Meerut district covered 800 samples. Of these, 695 (86.9 per cent.) were Hindus, 79 (9.9 per cent.) Muslims, 13 (1.69 per cent.) Christians and 13 (1.6 per cent.) Sikhs. 224 (28 per cent.) only were literate. 621 (77.6 per cent.) were married and 179 (22.4 per cent.) unmarried.

The number of workers supporting dependants was as high as 768 or 96 per cent. of the total. The following table shows the distribution of workers according to the number of dependants :—

TABLE XXIV.

Showing distribution of workers according to the number of dependants supported by them.

No. of dependants	*Nil*	1—2	3—4	5—6	7 & over	Total.
Number of workers	32	200	329	172	67	800
Percentage in different groups ..	4%	25%	41%	21·5%	8·4%	100

In respect of the number of dependants supported, the group '3 to 4 dependants' was the modal group covering 41 per cent. of all workers and 42.8 per cent. of those with dependants. The total number of dependants was 2,867 which gives an average of 3.7 dependants per worker (exclusive of those without dependants). Thus, the average size of the family lies also in the modal group. This is because of a fairly even distribution of persons with dependants above and below the modal group.

Indebtedness.

The indebtedness of samples covered by the enquiry is brought out by the following table :—

TABLE XXV.

Showing indebtedness of workers according to the number of dependants supported by them.

Number of dependants ..	*Nil*	1—2	3—4	5—6	7 & above	Total.
Number of indebted workers ..	16	139	267	145	61	628
Amount of debt (Rs.)	7,930	49,952	97,398	53,329	36,235	244,844
Average amount of debt per indebted worker (Rs.) ..	496	359	365	368	594	390
Percentage of indebted workers to total in different groups ..	50	69·5	81·2	84·3	91·0	78·5

78.5 per cent. of them were found in debt with a *per capita* indebtedness of Rs. 390|- on *indebted* persons. But the incidence of indebtedness varied with the number of dependants supported. Thus, the percentage of indebted samples without dependants to the total number of such samples was 50. The percentage rises as the number of dependants supported increases. It was as high as 91 per cent. in case of those with 7 or more dependants. The average amount of debt, however, is lowest in the case of those with 1 to 2 dependants, and higher than the average in groups with 'no dependants' and '5 to 6 dependants'.

The table below shows the extent of indebtedness of indebted samples in a different light. It is seen that 6.1 per cent. only of indebted persons had debt of less than Rs. 50. Another 16.2 per cent. were indebted from Rs. 51 to Rs. 100. Altogether, 42.5 per cent. persons had debt below Rs. 200. The remaining 57.5 per cent. had a debt of over Rs. 200 and were partly below the average of Rs. 390 and partly above it.

TABLE XXVI.

Showing distribution of indebted persons in specified indebtedness groups.

Number of persons in debt. (1)		Number of persons free of debt. (2)		Debt upto Rs. 50 (3)		Debt between Rs. 51 and Rs. 100. (4)		Debt between Rs. 101 and Rs. 200. (5)		Debt over Rs. 200. (6)	
No.	% of total.	No.	% of total	No.	%of Col. 1.	No.	% of Col. 1.	No.	%of Col .1.	No.	% ot Col. 1.
628	78·5	172	21·5	38	6·1	102	16·2	127	20·2	361	57.5

Table XXVII contains an analysis of the causes responsible for the total debt of Rs. 2,44,844 incurred by 628 indebted persons :—

TABLE XXVII.

Causes of debt.	Number of instances of loans.	%age of all loans.	Amount of debt.	%age of total debt.	Average amount of debt.
			Rs.		Rs.
Marriage	358	50·5	1,42,117	58·0	397
Sickness	45	6·3	6,828	2·8	152
Death	27	3·8	9,910	4·0	367
Litigation	7	1·0	1,910	0·8	273
Purchase of land	147	20·7	53,185	21·8	362
Domestic needs	93	13·1	14,554	5·9	157
Miscellaneous	12	1·7	12,250	5·0	1,021
Ancestral	20	2·9	4,090	1·7	205
All ..	709	100·0	2,44,844	100·0	345

There were altogether 709 instances of loans taken by 628 indebted samples. 50.5 per cent. of such instances were due to marriages and 20.7 per cent. for purchase of land. Domestic needs accounted for an unusually low percentage of 13.1 of loans and a still smaller percentage of 5.9 of total debt. Debt on account of litigation and ancestral legacies is remarkably small. The following table gives the burden of interest charges on indebted persons :—

TABLE XXVIII.

Rate of interest.	Free of interest.	Up to 6¼%.	6¼% to less than 12½%.	12½% to less than 18¾%.	18¾% to less than 37½%	Over 37½%.
Amount of Debt (Rs.) ..	23,827	3,150	15,550	25,550	1,59,764	17,003
% of total debt	9·7	1·3	6·4	10·4	65·3	6·9

The burden of indebtedness in terms of interest charges is shown in table XVIII. That it is heavy is borne out by the fact that 65.3 per cent. of debt was subject to interest charges between 18¾ and 37½ per cent.

Working Conditions.

1. *Hours of work.*—There are three shifts of workers of 8 hours each in the processes connected with sugar manufacture. In the workshop, the work is generally done during the day. In one unit alone, there is a night shift for workshop men. The following table gives the working hours for the general shift :—

TABLE XXIX.

Serial No. of the factory.	Hours of work.	Rest interval.	Hours worked.	Remarks.
1	8 A.M. to 6 P.M.	One hour	9	
	6 P.M. to 3 A.M.	,,	8	
	12 NOON to 10 P.M.	,,	9	Cane shift.
2	8 A.M. to 7 P.M.	,,	10	
3 &4	8 A.M. to 6 P.M.	,,	9	
5	8 A.M. to 6-30 P.M.	,,	9½	

There are no overlapping shifts except the day cane shift at 1. It consists of coolies who unload cane from vehicles.

Ventilation, Lighting, etc.—Ventilation and lighting are generally satisfactory in all the units. Where natural lighting is deficient, electric light is provided. Flooring in all the factories is paved with bricks or is cemented, though it is worn off in some places.

There are many steam leakages inside the factories which make the atmosphere hot and humid and even intolerable towards the end of the season. The drains inside the factories are neither adequate nor properly covered. Only two factories have rest shelters, 1800 sq. ft. and 1200 sq. ft. in area. There is no furniture whatsoever in one shelter. As there are night shifts, night shelters are considered necessary for workers to enable them to sleep either before or after the work. Disposal of effluent in almost all the factories is very unsatisfactory. In one unit the effluent is passed through a pucca drain to a distance of over one mile to be spread over the fields. In others, there are ponds for this purpose. The press mud which can be utilised as manure for the fields is permitted to lie in factory compounds producing an offensive smell all over.

Electric and exhaust fans are conspicuous by their absence. Needless to say that, in the humid and hot atmosphere as is found inside the factories particularly near the machinery, fans are necessary. Nor is there any provision for the supply of rubber gloves or shoes to workers who come in contact with lime.

Flush latrines are provided only in one factory. The number of latrines is inadequate, except in two units. There are no urinals in one unit. Water taps are few in number and are not placed within the easy reach of workers. There are no washing or bathing facilities. However, cool water for drinking purposes is supplied in all units.

Welfare Activities.

Dispensaries.—All the sampled units have dispensaries where free medical aid is given both to workers and their families. The system of medicine is allopathy in all cases. The prevalent diseases are malaria, dysentry, diarrhœa, pneumonia and eye diseases. According to the medical officer of one sampled unit, malaria and venereal diseases account for 30 per cent. and 1 per cent. respectively of the total number of cases. One factory reports a few cases of tuberculosis. The following statement gives details of the medical staff, their qualifications, emoluments and the average daily number of cases treated in each sampled unit.

TABLE XXX.

Serial No. of factory.	Staff.	Emoluments of doctors excluding allowances	Qualifications.	Daily No. of cases.
		(Rs.)		
1	1 Doctor	..	M.B.B.S.	..
	1 Compounder	..		
2	1 Doctor	275	M.B.B.S.	150
	3 Compounders	..		
	1 Nurse	..		
3	1 Doctor	100	L.M.S.F.	70—80
	1 Compounder	..		
4	1 Doctor	150—400	M.B.B.S.	150 in season 75—100 in off season.
	2 Compounders	..		
5	2 Doctors	130	L.M.P.	
	4 Compounders	100		101
	1 Midwife	..		

Canteens.—No canteen is maintained at any of the factories, though one of them provides tea to night workers. There are, however, private restaurants outside the premises of factories.

Grain Shops.—There are grain shops only in two factories where standard cloth, wheat, millets, gram, soap, ghee and sugar are sold at controlled price or at cost price, whichever is less. One factory sells wheat at the rate of 5 seers per rupee upto 20 seers to workers drawing Rs. 15 or below per month and at Rs. 10|12|- per maund upto one maund to those drawing over Rs. 15|- per month.

Creche.—There are no women workers in any unit and the question of *creche,* therefore, does not arise.

Education.—Three factories run primary schools. The fourth has an Anglo-Vernacular Middle School while the fifth maintains a High School for boys and lower primary school for girls.

Trade Unions.

There is a trade union only in one factory. Employees drawing less than Rs. 200|- per month are eligible on payment of one day's wages as annual subscription. The union admits outsiders, whose services are considered essential, as honorary members. The following table gives details of three strikes which have occurred during the last few years—one each in three units.

TABLE XXXI.

Serial No. of factory.	Year.	Demands.	Results.
1	1943	1. Workers are not to be discharged for participation in the strike. 2. Wages for the strike days will be given. 3. Workers should get equal increments. 4. Dearness allowance to be raised. 5. Either housing accommodation should be provided to all workers or house rent should be given. 6. 12 days' leave with pay.	1 and 3 were accepted. 2nd was rejected as previous notice of strike was not given. Dearness allowance was linked with the Cawnpore index No. Eight days' leave with pay was sanctioned.
3	1944	1. Payment of bonus in the middle of the season. 2. D.A. should be increased ..	Arbitrated by the Labour Commissioner, Cawnpore, as follows :— 1. To be paid at the end of the season after accounts had been prepared. 2. Increased by Rs. 4.
4	1944	Partial strike engineered by outsiders. No specific grievances.	

As a consequence of the seasonal character of the industry, the trade union workers are victimised and employers refuse to employ the active members at the commencement of a season.

Safety Acts.

All the five factories come under the Factories Act, Electricity Act, Payment

of Wages Act and Workmen's Compensation Act. They have been inspected once a year and the following remarks have been mostly made in the inspection books :—

1. Machinery platforms, etc., are not properly fenced.
2. Latrines are not sufficient and not properly constructed or kept.
3. Abstracts of various Acts are not properly exhibited.
4. Attendance registers and inspection books are not properly kept.
5. Drainage and flooring are not satisfactory.

Occupational Diseases.—None of the factories reports any occupational disease.

Accidents and Compensation.—The following table shows the details of accidents and amount of compensation paid in 1943 :—

TABLE XXXII.

Serial No. of factory.	Death.		Permanent disablement.		Temporary disablement.	
	No.	Amount paid.	No.	Amount paid.	No.	Amount paid.
		Rs.		Rs.		Rs.
3	2	2,400	2	769/8	4	41/7/6
4	..	..	..	..	6	55/8/-

Provident Fund

There are two factories where a provident fund scheme is in force. In one, it is open only to the superior staff. In the other, it is open to all the permanent members of the staff getting Rs. 21 or more. The rate of contribution is 1|10th of basic wages for the staff getting between Rs. 21 and 50 and 1|12th of basic wages for those who earn more than Rs. 50. The employers' contribution is the same as workers.' Interest at 4 per cent. per annum is paid every year and investments are made in trustee securities.

If a member retires from service or dies, the full amount standing against him is paid. If he leaves the service after giving the required notice or is honourably discharged, he gets his own contribution with interest and the following share of the contribution of his company.

Less than two years' service.	Nil.
Between 2 years' and 4 years' service	1|4th.
Between 4 years' and 6 years' service	1|3rd.
Between 6 years' and 8 years' service	½
Between 8 years' and 10 years' service	3|4th.
Over 10 years' service.	full.

In case of dismissal or departure without prescribed notice, the member is entitled only to his own contribution and interest thereon.

Housing.

The total number of dwellings surveyed was 708, of which 496 were provided by the employers and 212 were private houses. As table XXXIII shows, one-room dwellings predominated in both classes of housing. 74.6 per cent. of

employers' houses and 72.2 per cent. of private houses were one-room dwellings; while two-room dwellings constituted 18.2 per cent. of the total in the former class and 22.1 per cent. in the latter class.

The following table gives the distribution of dwellings according to size.

TABLE XXXIII.

Size	Employers' houses.		Private houses.	
	No. of dwellings.	Percentage of total.	No. of dwellings.	Percentage of total.
One room	370	64·6	153	72·2
Two rooms	90	18·2	47	22·2
Three rooms	30	6·0	8	3·8
Four rooms	5	1·0	2	0·9
Five rooms	..	..	2	0·9
Six rooms	1	0·2	..	..
Total ..	496	100	212	100

While the distribution of one and two room dwellings in the employers' quarters and private houses was more or less equal, the density of occupancy was far from being so ; private houses showing definite signs of congestion relative to the density of occupancy in employers' houses. The 212 private houses comprised 289 rooms and the number of occupants in them was 1,216 ; which gives the density of occupancy equal to 4.2 persons per room of an average area of 153 sq. feet. On the other hand, the employers' houses comprised 666 rooms and accommodated 1,991 persons giving the density of occupancy equal to 3 persons per room of an average area of 119 sq. feet. The average area in the employers' houses was 22 per cent. less than the average area of the rooms in private dwellings, the density of occupancy was on the other hand less by 29 per cent.

The following table shows the density of occupancy in dwellings of different sizes.

TABLE XXXIV.

Size of dwelling.	No. of dwellings.		No. of rooms.		No. of occupants.		Density of occupancy.	
	Employers'.	Private.	Employers'.	Private.	Employers'.	Private.	Employers'.	Private.
1 room ..	370	153	370	153	1,380	765	3·7	5·0
2 rooms ..	90	47	180	94	441	325	2·5	3·5
3 rooms ..	30	8	90	24	133	65	1·5	2·7
4 rooms ..	5	2	20	8	29	33	1·5	4·1
5 rooms ..	..	2	..	19	..	28	..	2·8
6 rooms ..	1	..	6	..	8	..	1·3	..
Total ..	496	212	666	289	1,881	1,216	3·0	4·2

The density of occupancy may be looked upon from another angle of vision. The following table shows the percentage distribution of habitable rooms and occupants in dwellings of different sizes.

TABLE XXXV.

Size of dwellings.	% of habitable rooms to total number of rooms.		% of occupants to total number of occupants.	
	Employers'.	Private.	Employers'.	Private.
1 room	55·6	52·9	69·3	62·9
2 rooms	27·0	32·5	22·2	26·8
3 rooms	13·5	8·3	6·7	5·3
4 rooms	3·0	2·8	1·4	2·7
5 rooms	..	3·5	0·4	2·3
6 rooms	0·9	..	..	..
Total ..	100·0	100·0	100·0	100·0

It appears from the above table that in both the classes of houses one room dwellings accommodated a larger percentage of occupants than was warranted by the percentage of total rooms comprised in them.

Subsidiary rooms and other amenities.—It is in the matter of the provision of amenities that employers' houses stand superior to private houses. While all houses provided by the employers had got verandahs, among the private houses only 22.6 per cent. had verandahs. In the matter of kitchens 86 per cent. of employers' houses had one against 10 per cent. of private houses. Not one of the private houses had a bath room, 86.7 per cent. of the factory houses enjoyed this amenity. And so too in respect of water supply, electricity, drainage and ventilation, employers' houses stand much higher than private houses. The following comparative tables show the amenities in the houses.

TABLE XXXVI (a).

	Subsidiary rooms.		Verandahs.		Courtyards.		Kitchens.	
	No. of rooms.	No. of dwellings.	With	Without	With	Without.	With	Without.
Employers' Houses.								
All dwellings ..	182	121	496 (100%)	..	430 (86·7%)	66	427 (86%)	69
One room ..	109	70	370 (100%)	..	304 (82·2%)	66	301 (82%)	69
Two rooms ..	46	31	90 (100%)	..	90 (100%)	..	90 (100%)	..

TABLE XXXVI (b).

Private Houses								
All dwellings ..	25	22	48 (22·6%)	164	60 (28·3%)	152	21 (9·9%)	191
One room ..	14	13	35 (22·9%)	118	24 (15·7%)	129	14 (9·2%)	139
Two rooms ..	6	6	4 (8·5%)	43	25 (53%)	22	4 (8·5%)	43

TABLE XXXVI (c)

Employers' Houses.

	Bath rooms.		Latrines.		Water-supply.		Electricity.		Drainage.		Ventilation.	
—	With	Without	With	Without	With	Without	With	Without	Satis-factory.	Unsatis-factory.	Satis-factory.	Unsatis-factory.
					Employers' Houses							
All dwellings ..	430 86%)	66	399 (80·7%)	97	161 (32·57%)	335	274 (55·2%)	222	66 (13·4%)	430	103 (20·8%)	393
One room dwellings	304 (82·2%)	66	273 (73·8%)	97	60 (16·2%)	310	159 (43%)	211	30 (8·1%)	340	60 (16·2%)	310
Two room dwellings.	90 (100%)	..	90 (100%)	..	71 (78·9%)	19	89 (98·9%)	1	25 (27·8%)	65	40 (44·4%)	50

TABLE XXXVI (d).

Private Houses.

All dwellings ..	..	All	13 (6·1%)	199	2 (0·9%)	210	..	All	1 (0·5%)	211	..	All
One room dwellings	..	All	8 (5·2%)	145	..	All	..	All	..	All	..	All.
Two room dwellings	..	All	5 (10·6%)	42	2 (4·3%)	45	..	All	1 (2·1%)	46	..	All

PART II—*contd.*

GORAKHPORE.

Out of a total of 13 sugar factories in Gorakhpore district, 9 employing 7,923 workers were selected for purposes of an *ad hoc* enquiry into labour conditions. This represents a sample of 69 per cent. of all factories.

Employment.

The following table gives the number of workers in each of the sampled units in the years 1939 and 1944.

TABLE XXXVII.

Showing employment in 1939 *and* 1944.

Serial number of factories.	January 1939.	January 1944.	Increase (+) or decrease (—)	%increase (+) or decrease(—)
1.	737	791	+54	+7·33
2.	824	830	+6	+0·73
3.	757	795	+38	+5·02
4.	551	662	+111	+20·15
5.	384	370	—14	—3·65
6.	700	798	+98	+14·00
7.	756	835	+79	+10·45
8.	858	916	+58	+6·76
9.	1,948	1,926	—22	—1·13
Total ..	7,515	7,923	+408	+5·43

It is clear that, in comparison with the pre-war employment figures, there has been a slight increase in the number of operatives in 1944 in *almost* all the sampled units. The table given below gives the distribution of time-rate and piece-rate workers in the different sampled units.

TABLE XXXVIII.

Showing the distribution of time-rate and piece-rate workers.

Serial number of factories.	January 1939.					January 1944.				
	Total.	Time-rate.	%age to total.	Piece-rate.	%age to total.	Total.	Time-rate.	%age to total.	Piece-rate.	%age to total.
1.	737	725	98·4	12	1·6	791	776	98·1	15	1·9
2.	824	792	96·1	32	3·9	830	802	96·6	28	3·4
3.	757	757	100	..	..	795	795	100	..	..
4.	662	634	95·8	28	4·2	551	551	100	..	..
5.	384	384	100	..	..	370	370	100	..	..
6.	700	700	100	..	..	798	798	100	..	..
7.	756	756	100	..	..	835	835	100	..	..
8.	858	858	100	..	..	916	916	100	..	..
9.	1,948	1,948	100	..	..	1,926	1,926	100	..	..

This table shows that the majority of workers are paid on a time-rate basis. It is also apparent that, except in one case, there has not been a considerable change in the proportion of time-rate and piece-rate workers in 1944 as compared with 1939. In some units, contract labour was engaged for sewing,

stacking and loading the sugar bags and shunting the railway wagons. In other units, employers directly engaged labour on daily wages or utilised workers from other departments for this purpose.

None of the sampled units employed any woman or child labour

The following table gives the distribution of workers according to their length of service in the sampled units :—

TABLE XXXIX.

Showing distribution of workers according to the length of their service.

Length of service.	No. of workers in1945	Percentage to total
0—1 year	884	10·9
1—5 years	2,230	27·5
5—10 years	2,438	30·0
10 years and above	2,562	31·6
Total ..	8.114	100·0

As the sugar industry in Gorakhpore has been established for the last many years, the largest number of workers (including seasonal workers) had put in over 10 years of service and the new workers with less than a year's service were hardly 11 per cent. of the total.

Permanent and Temporary Workers.—Instead of the usual classification into permanent and temporary workers that holds in perennial factories, the workers in sugar factories may be classed as seasonal and non-seasonal. Among the non-seasonal staff there are two categories—those who get full pay all the year round and those who get a retention fee during the off-season. No special privileges were given to non-seasonal workers except that leave with pay is granted in certain units. The following table gives the distribution of seasonal and non-seasonal workers in the sampled units :—

TABLE XL.

Showing percentage distribution of seasonal and non-seasonal workers in the different sampled units at Gorakhpore.

Serial number of factory.	Percentage of non-seasonal workers to total.	Percentage of seasonal workers to total.
1.	14·2	85·8
2.	22·9	77·1
3.	16·5	83·5
4.	5·0	95·0
5.	25·0	75·0
6.	30·0	70·0
7.	25·0	75·0
8.	17·0	83·0
9.	34·0	66·0

Apprenticeship.—In none of the sampled units was there a regular apprenticeship system.

Promotion.—None of the sampled units had any system of graded or time-scale promotion. Promotions were, however, said to be given at the discretion of the management on individual merit and efficiency. The technical staff was given promotions from time to time.

Labour Turnover.

Information in respect of labour turnover under different causes was collected by my Investigating staff from the attendance registers of sampled units. This shows that labour turnover in sugar is smaller as compared with other types of factories. Nearness of home of unskilled and semi-skilled workers, absence of more lucrative occupations in the neighbourhood, the coincidence of the crushing season with the slack season in agriculture and the payment of bonus in some units to workers in continuous service are some of the causes for low percentage of labour turnover in the sugar factories.

TABLE XLI.

Showing labour turnover in 1939 *and* 1944.

Cases.	1939	1944
Voluntary	4·72%	3·29%
Dismissal	0·18%	0·32%
Total ..	4·9%	3·51%

Absenteeism.

Absenteeism, as calculated by the investigating staff from the attendance registers was 1.9 per cent. in the season 1938-39 and 2.9 per cent. in 1943-44. It may be noted here that most of the mills stopped crushing by the middle of March in 1939 whereas in 1944 crushing continued upto the end of April. As April is the harvesting month in Gorakhpore, absenteeism evidently increased in 1944. Absenteeism as such is due to sickness, social ceremonies and work on the fields. It may be noted that absenteeism during crushing season in the sugar industry is comparatively less than in some of the urban industries.

Standing Orders.

There were no written rules or regulations governing the relationship of employers and employees in any of the sampled units. Only in the case of the supervisory staff, some of the factories entered in an agreement in regard to pay, period of employment and other conditions of service.

Recruitment.

Recruitment of labour in the sugar factories presents comparatively less difficulties than in other industries. The question of *de novo* recruitment of most of the skilled workers does not arise as they are retained for the whole year. As the crushing season starts, the unskilled and semi-skilled workers present themselves at the factory gates and recruitment is made by departmental heads, old workers always getting a preference over new comers. In the case of the recruitment of unskilled workers, there is very little evidence of jobbery and corruption but the case of the semi-skilled workers is different. As the fixation of their emoluments depends on the recommendations of the departmental heads, it is alleged that corruption and favouritism are not uncommon.

Labour Officer.

None of the sampled units has a labour officer. Grievances of a minor character are heard and decided by departmental heads. Complaints of a more serious character lie with the manager, the managing agents or the proprietor. The workers alleged that the approach to labour problems was entirely mechanical and they were not consequently satisfied with it.

Wages and Earnings.

The basic wages of unskilled workers have increased during the war by 20 per cent. in seven and by 50 per cent. in one out of the nine sampled factories.

There were no hard and fast principles determining the wage rates of different categories of workers. The wage rate for unskilled labour was 6 annas a day in all the units. Qualifications, experience and efficiency of the individual operative were said to be taken into consideration in determining the wage rates of all workers.

Dearness Allowance, Bonus, Gratuity, etc.—All the factories under reference have been giving dearness allowance to their employees since 1941-42. Eight factories had adopted the graded system of allowance while one had a flat rate. The rates ranged from 50 per cent. of the wages to 75 per cent. The following table gives the details of dearness allowance :—

TABLE XLII.

Factories.	System.	Present rates.	Date of introduction of dearness allowance.
1.	Graded	Re. 1 to 80 .. 75% Rs. 81 to 200 .. 49½% or a minimum of Rs. 61/8 Rs. 201 and over .. 30% or a minimum of Rs. 100/8	1941-42.
2.	,,	Upto Rs. 50 p.m. .. 9 As. per rupee of the salary. Rs. 50 to Rs. 56 .. Rs. 28/2 fixed allowance. Rs. 57 to 100 .. 8 As. per rupee. Rs. 101 to 200 .. Rs. 50 fixed allowance. Rs. 201 to 500 .. 10% of the salary.	1941-42.
3.	,,	Up to Rs. 25 .. As. 8 per rupee Rs. 26 to 35 .. As. 7 per rupee. Rs. 36 to 50 .. As. 6 per rupee. Rs. 51 to 100 .. As. 5 per rupee. Rs. 101 to 200 .. As. 4 per rupee. Rs. 201 to 500 .. 7½% Over Rs. 500 .. 5%	1941-42
4.	Proportionate Rate	50%	1941-42.
5.	Graded	Upto Rs. 90 .. 65% Above Rs. 90 .. 50%	1941-42
6.	,,	Re. 1 to Rs. 25 .. 8 As. per Re. Rs. 26 to 35 .. 7 As. per Re. Rs. 36 to 50 .. 6 As. per Re. Rs. 51 to 100 .. 5 As. per Re. Rs. 101 to 200 .. 4 As. per Re. Over Rs. 200 .. 20%	1st Jan. 42.
7.	,,	Upto Rs. 100 .. 50% Rs. 101 to 200 .. 35% Rs. 201 to 300 .. 30% Rs. 301 and above .. 20%	Dec. 1941
8.	,,	Upto Rs. 100 .. 50% Rs. 101 to 200 .. 35% Rs. 201 and above .. 25%	Not known.
9.	,,	Upto Rs. 25 8 As. per rupee with a minimum of 12/8 Rs. 26 to 35 7 ,, ,, ,, 15/5 Rs. 36 to 50 6 ,, ,, ,, 18/12 Rs. 51 to 100 5 ,, ,, ,, 31/4 Rs. 101 to 200 4 ,, ,, ,, 50 Rs. 201 to 500 20 of salary ,, ,, 100 Over Rs. 500 17% ,, and a maximum of Rs. 225.	1st. Jan. 1942.

The award of bonus depended on the profits of the firms and this privilege was extended to those workers only whose services were good and satisfactory. The amount of bonus ranged between 15 days' and 3 months' wages of the employees.

Overtime.—No overtime was said to be worked. The workers however alleged that, in case of break-down or other emergency, they worked overtime without payment.

Deductions.—No deductions were said to be made by any of the sampled units except for purposes permitted under the Payment of Wages Act. However, the workers in one unit alleged that they were compelled to subscribe for certain purposes such as the construction of roads or for school.

There was no fine fund in any of the units as, normally, the system of fines is not in vogue.

Wage period.—In all the units under reference, the wage-period was one calendar month. Wages were paid within seven days of the expiry of wage period.

Holidays.—There were no regular closed days during the crushing season in any of the sampled units. The shifts were so arranged as to give 32 hours' continuous rest in 13 days to each operative. The workers in the day-shift were, however, allowed a weekly off-day. During the off-season, Sundays are regular closed days. Important festivals, both during the crushing and the off season, are observed as holidays but, in none of the sampled units, was a list of approved holidays maintained.

Analysis of wages and earnings.—Data of wages and earnings of workers were collected from the pay rolls of nine factories for all the employees who had worked the maximum number of days in the month of January 1945. This covered 4,912 workers out of a total of 6,638, giving a sample of 74 per cent. The following table gives further details :—

TABLE XLIII.

Serial number of factory.	Number of workers.	Number of samples.	%of samples to the total.
1.	802	584	72·8
2.	752	422	56·1
3.	1,631	1,153	70·7
4.	735	645	87·8
5.	642	508	79·1
6.	310	270	87·1
7.	620	475	76·6
8.	511	349	68·3
9.	635	506	79·7
	6,638	4,912	74%

All the workers were men and were time-rated. The basic wages are mostly within the group ' 6 annas but less than 8 annas '. This group covers as many as 4,579 out of 6,638 or 69 per cent. of the sample. The next largest group gets less than 6 annas and covers 17.5 percent of the sample. The following table gives the basic wages of the workers in the sampled units :—

TABLE XLIV.

Wage groups.	No. of workers.	Percentage to the total.
Less than 4 Annas	2	0·0
4 As. but less than 6 As.	1,165	17·5
6 „ 8 As.	4,579	69·0
8 „ 10 As.	195	3·0
10 „ 12 As.	138	2·1
12 „ 14 As.	102	1·5
14 „ Re. 1	113	1·7
Re. 1 „ Rs. 1/2	51	0·8
Rs. 1/2 „ Rs. 1/4	109	10·7
Rs. 1/4 „ Rs. 1/8	53	0·8
Rs. 1/8 „ Rs. 1/12	8	0·1
Rs. 1/12 „ Rs. 2	42	0·6
Over Rs. 2	81	1·2
Total ..	6,638	100%

The net earnings of workers who had worked for the maximum days in January 1945 show that 5,550 workers, out of a total of 6,638, or 83.6 per cent. get between ' 8 annas but less than 12 annas ' including allowances, overtime etc., and as many as 89.4 per cent. workers get below Re. 1. Only a small proportion of 21 per cent. workers draw over Rs. 2|8. The following table shows the details of the net earnings, including allowances, etc.

TABLE XLV.

Earning groups.	No. of workers.	Percentage of total.
Less than 8 As.	15	0·2
8 As. but less than 12 As.	5,550	83·6
12 „ Re. 1	368	5·6
Re. 1 „ Rs. 1/4	79	1·2
Rs. 1/4 „ Rs. 1/8	154	2·3
Rs. 1/8 „ Rs. 1/12	116	1·7
Rs. 1/12 „ Rs. 2	137	2·1
Rs. 2 „ Rs. 2/4	47	0·7
Rs. 2/4 „ Rs. 2/8	39	0·6
Over Rs. 2/8	133	2·0
Total ..	6,638	100·0

Working Conditions.

Shifts.—In all the sampled units there were 4 shifts in force, 3 of 8 hours each without a rest interval for the manufacturing department and one day shift of 10 hours with a rest interval of one hour for the engineering department. Workers in the manufacturing department worked in rotation in three different shifts. No overlapping shifts were worked in any unit.

Rest Shelters.—Rest shelters were not provided in any of the units and the employers even asserted that they were unnecessary.

General Working Conditions.—In most of the units visited, ventilation was generally satisfactory. In 4 units, the flooring was cemented and the general cleanliness was fairly good. In the remaining 5 units, the floor was brick-laid and was uneven and broken at places. The drains inside 2 units were all

covered and kept clean, while in others they were neither clean nor properly covered. In the majority of cases, there were iron staircases. In two units there were wooden staircases, the condition of which was not at all satisfactory. The upper floors of two units were made of wooden planks so loosely fitted that they were a real danger to the workers. In one unit, the building had not been white-washed for a long time. Machinery was not properly fenced in certain units.

In many cases, sulphur fumes leaked out of the stoves and sulphitation tanks, creating a source of danger to the operatives. In 5 units, juice heating tanks were uncovered and the steam made the surrounding temperature unbearably hot. This was responsible for skin burns in the case of juice heater attendants. Heat near the eliminators was also excessive due to the juice being heated to boiling point. Only two of the units were fitted with a heat reducing device.

Only one unit supplied boots to the operatives working on liming tanks and furnaces. Two units supplied uniforms free of cost to the oilmen and engine drivers.

This picture of the general working conditions would not be complete without a mention of the condition outside the factory buildings. This is important because it has a direct bearing on the health and well-being of the workers and the population of the adjoining areas. The method of disposal of the sullage water, molasses and press mud was defective in many of the units. Only in three of the units there were soaking pits for the disposal of sullage water. Two of them were not properly constructed and the water accumulated in them. In two units, the press mud was removed in railway wagons to the specially constructed manure pits, whereas in others the cultivators bringing cane to the factory took the press mud on their carts on the return journey. Molasses was mainly sold out to tobacco manufacturers. One of the sampled factories was erecting a distillery for the manufacture of alcohol, which in the near future would provide a better channel for the disposal of molasses. For the time being, however, the atmosphere was very foul.

Sanitary Arrangements.—In all the units, hand pumps or taps supplied drinking water to the workers. Latrines were also provided but, in some cases, separate urinals were absent. Strange though it may seem, the workers in some factories were forbidden to use the latrines so that there was no necessity for cleaning them. The majority of workers, too, preferred to use open fields. There were no bath rooms or washing facilities.

Welfare Activities.

Dispensaries.—All the nine sampled units had their own dispensaries for the benefit of workers and their families. In some cases, the benefit was also extended to outsiders. Six factories had allopathic system, 2 homeopathic and one Ayurvedic. The diseases prevalent among sugar workers were malaria, skin diseases, constipation, dysentery, cough and cold, colic, bronchitis, influenza, syphilis, gonorrhea, etc. In one of the allopathic dispensaries, the doctor in charge was an M.B.B.S. while, in the other 5, the doctors were licentiates of medicine. Replies were in the negative as to the presence of an occupational disease in 8 units. In one unit, it was however found that a sulphitation tank attendant once suffered from asthma due to the inhalation of sulphur fumes and the consequent inflammation of lungs.

In none of the units are workers examined before employment or in the course of employment.

Canteens.—There were no canteens in any of the units, but facilities did exist for the supply of tea and light refreshments outside the factory premises.

Educational Facilities.—One unit maintained a school up to the 8th standard. There were 6 teachers and 163 students on roll. Another unit provided a small hut to the District Board for running a primary school. There was no arrangement in other units for the education of workers' children who had to walk for 2-3 miles to attend the village schools. Nor have literacy classes been opened so far for the benefit of adult workers.

Grain Shops.—In 4 units cheap grain shops existed, supplying rice, wheat, pulses, sugar, washing soap, etc., at controlled wholsale prices. In one of the units, there was a co-operative store which supplied cotton cloth in addition to other commodities.

Trade Unions.

There are 7 trade unions of sugar workers at Gorakhpore. The following table gives the relevant details.

TABLE XLVI.

Name of the union.	Date of registration.	Membership.	Subscription and admission fee.
1. Kathkuiyan Chini Mill Mazdoor Sangh, Gorakhpore	7-10-1939	645	One week's wages or salary.
2. Northern India Sugar Labour Union, Gorakhpore	9-2-1943	1,988	As. 4 per annum.
3. Tamkohi Mazdoor Sangh, Gorakhpore	25-9-1943	749	..
4. Sindh National Chini Mill Mazdoor Union, Gorakhpore	13-12-1942	324	One day's wages as annual subscription.
5. Kholin Chini Mill Mazdoor Union, Gorakhpore	13-12-1943	494	Do.
6. Deoria Chini Mill Mazdoor Union, Gorakhpore	13-12-1943	158	One day's wages as annual subscription.
7. Pipraich Mill Mazdoor Union, Gorakhpore	Unregistered as yet.		

Of these, the Kathkuiyan Chini Mill Mazdoor Sangh is affiliated to the Trade Union Congress and the rest are affiliated to the Indian Federation of Labour.

The growth of trade unionism among sugar factory workers has not been very satisfactory, for the leadership in six of the seven trade unions is foreign. Only one trade union is an organisation of the workers alone. The seasonal nature of the industry and the lack of education among workers may be said to be the two stumbling blocks in the healthy development of trade unions.

Strikes.—One strike took place in one unit in 1939 for an increase in wages. Another strike occurred in a second unit in March 1940 for a similar demand. Both failed.

Safety Acts.

Factories Act.—All the sampled units came under the Factories Act. The extracts of the different Acts were displayed on the main gates of all the

units but no attempts were ever made by employers to explain their provisions to the workers.

The following table shows the frequencies of the visits of the Inspectorate staff in the sampled units.

TABLE XLVII.

Showing the frequencies of the visit of the Inspector.

Serial number of factory.	1944	1943	1942	1941	1940	1939	1938	1937	1936	1935
1.	1	1	1	1	1	3	1	2	..	..
2.	1	2	2	2	2	2	2	1	2	1
3.	1	1	1	1	1	1	1	1	..	..
4.	2	3	3	2	1	2	..	..	..	..
5.	2	2	2	2	2	2	2	2	1	3
6.	1	2	2	1	2	2	2	2	2	2
7.	..	..	..	..	Not available.		..	..	..	..
8.	1	1	1	1	1	1	1	1	1	1
9.	..	..	..	..	Not available.		..	..	..	..
Total ..	9	10	12	10	10	13	9	9	6	7
Average per factory.	1·3	1·4	1·7	1·4	1·4	1·9	1·5	1·5	1·5	1·8

On a perusal of the inspection reports I find that a very large number of the remarks relate to the fencing of machinery and guarding of pulleys and hardly 4 to 5 percent relate to other provisions of the Factories Act or to other labour laws. This should not indicate that labour laws are administered satisfactorily.

Occupational Diseases.—None of the sampled factories, except one, accepted the presence of any occupational disease. There was a case of asthma, which, on diagnosis by the civil surgeon of Gorakhpore, was found to be due to the inflammation of the lung tissues caused by inhaling of sulphur fumes.

Accidents.—Ordinary accidents were reported to have taken place in some of the sampled units. In most of them, free medical aid and leave on full pay was given for the period of incapacity to work. Two factories paid Rs. 58|15|6 and Rs. 20|14|- in 5 and 3 minor cases of accidents respectively.

General.—There was no system of provident fund, pension or gratuity for the benefit of workers in any of the sampled factories.

Civil Condition.

Of the total number of 6,923 employees in the manufacturing, engineering and workshop sections of the sugar factories, a random sample of 1,357 persons was taken for an *ad hoc* enquiry into their civil condition and indebtedness.

Place of Origin.—As many as 1,233 workers in the sample were domiciled in Gorakhpore and were drawn from the neighbouring villages within a radius of 5 to 10 miles of the factories. The following table shows the places of origin of the workers in the sample.

Table XLVIII.

Serial no. (1)	Places of origin. (2)	No. of workers. (3)	Percentage to total. (4)
1.	Gorakhpore	1,233	90·87
2.	Saran	68	5·01
3.	Ballia	10	0·74
4.	Basti	9	0·67
5.	Azamgarh	8	0·59
6.	Champaran	4	0·30
7.	Shahabad	4	0·30
8.	Muzaffarpur	3	0·23
9.	Darbhanga	2	0·15
10.	Benares	2	0·15
11.	Dacca	1	0·07
12.	Jullundur	2	0·15
13.	Cawnpore	1	0·07
14.	Hardoi	1	0·07
15.	Fatehpur	1	0·07
16.	Rae Bareli	1	0·07
17.	Allahabad	1	0·07
18.	24 Parganas	1	0·07
19.	Ludhiana	1	0·07
20.	Amritsar	1	0·07
21.	Rampur	1	0·07
22.	Jaunpur	1	0·07
23.	Aligarh	1	0·07
	Total ..	1,357	100·0

Age Distribution.—The age-group '25 to 30 years' covers as many as 396 or 29.8 percent of the workers in the sample. Both the median and mode lie in this group. The other groups are on either side of the modal group and 19.53 percent of the workers are between 20 and 25 years and 22.92 percent between 30 and 35 years. The following table gives the age distribution of sampled workers.

Table XLIX.

Showing age distribution of sampled workers.

Age groups.	No. of workers.	Percentage to total.
12 to 15 years	0	0
15 to 17 ,, ...	1	0·07
17 to 20 ,, ...	37	2·73
20 to 25 ,, ...	265	19·53
25 to 30 ,, ...	396	29·18
30 to 35 ,, ...	311	22·92
35 to 40 ,, ...	164	12·10
40 to 45 ,, ...	93	6·85
45 to 50 ,, ...	58	4·27
50 to 55 ,, ...	19	1·40
55 to 60 ,, ...	9	0·66
Over 60 years	4	0·29
Total ..	1,357	100·00

Religion and Literacy.—Of 1 357 workers, 1,211 were Hindus, 143 Muslims, 2 Christians and one Sikh. The percentage of literacy in the skilled staff is sufficiently large but very small in the ranks of unskilled workers. On the whole, however, 385 or 28.4 percent workers were literate and could read and write a letter in their mother tongue.

Marital Condition.—1,245 or 91.7 percent of workers were married and 112 or 8.3 percent were unmarried.

Dependants.—1,326 workers had dependants who included not only wives and children but, in a number of cases, parents, widowed sisters and their children. As many as 40.4 percent workers had to support a family of 3 to 4 dependants, which may be said to be the modal family because the other large group of workers supporting 5 to 6 dependants was 30.2 percent. The total number of workers supported was 5,550 which gives an average of 4.2 dependants supported by persons with dependants.

The following table gives the distribution of workers according to the number of dependants supported by them

TABLE L.

No. of dependants.	No. of workers.	Percentage to Total.
Without dependants	31	2·3
With 1 to 2 dependants	230	17·0
„ 3 to 4 „	549	40·4
„ 5 to 6 „	410	30·2
„ 7 and over „	137	10·1
Total ..	1,357	100·0

Indebtedness.

Of 1,357 workers. 1.086 or 80 percent were found indebted to the extent of Rs. 2,07,951 and the *per capita* indebtedness thus amounted to Rs. 191. That there is an unmistakable correlation between the number of dependants supported and the average amount of debt and the frequency of loans is clear from the table given below :—

TABLE LI.

Showing indebtedness of workers according to the number of dependants supported by them.

No. of dependants.	Total number indebted.	Amount of debt. Rs.	Average debt per indebted worker. Rs.	Percentage of indebted workers to total in each group.
Without dependants ..	10	1.113	111	32·3
With 1 to 2 dependants ..	134	16,810	125	58·2
„ 3 to 4 „	452	75,822	168	82·3
„ 5 to 6 „	364	78,596	216	88·8
„ 7 and over	126	35,610	283	92·0
Total ..	1.086	2,07,951	191	80·0

The table shows that the average indebtedness increases as the number of dependants supported increases.

The following table gives the distribution of indebted persons in specified groups.

TABLE LII.

Extent of indebtedness.	Number of workers.	Percentage to the Total.
Debt upto Rs. 50	280	25·8
Debt between Rs. 51 and 100	342	31·5
,, of Rs. 101 and 200	243	22·4
,, of Rs. 201 and over	221	20·3
Total ..	1,086	100·0

It is evident from this table that as many as 622 or 57.3 percent workers are indebted to the extent of not more than Rs. 100 each. The percentage of workers rather heavily indebted is about 20.3 since the *per capita* debt ranges between ' Rs. 201 and over '.

Causes of indebtedness.—A large number of loans (469 out of 1,275) has been taken for expenses on marriages and social festivities connected therewith. The system of universal marriage and dowries is responsible for 41.2 percent of the total indebtedness and almost all recently married workers were found to be heavily indebted. Though in certain individual cases indebtedness on this account went to over one thousand, the average was Rs. 183.

Rising prices due to the war have increased the burden of indebtedness. The cost of living has increased out of all proportions to earnings with the result that as many as 439, out of 1,275, or 34.5 percent of the loans and 19.3 percent of the total indebtedness is due to excessive expenditure on domestic needs. Loans for productive purposes, such as the purchase of land and cattle, accounted for 12.4 percent of the loans and 14.3 percent of the debt.

The following table gives the analysis of the causes of indebtedness among the sampled workers.

TABLE LIII.

Causes of Debt.	Number of instances of loans.	Percentage of all loans.	Amount of debt. Rs.	Percentage of total debt.	Average amount of debt. Rs.
Marriage	469	36·8	85,653	41·2	183
Sickness	22	1·7	6,635	3·2	302
Death	113	8·9	10,996	5·3	97
Litigation	26	2·0	15,550	7·4	598
Purchase of land and cattle ..	158	12·4	29,721	14·3	188
Domestic needs	439	34·5	40,076	19·3	91
Miscellaneous	22	1·7	1,840	0·9	84
Ancestral	26	2·0	17,480	8·4	672
All causes	1.275	100·0	2,07,951	100·0	163

Rate of interest.—The village mahajan or the moneylender was the principal agency for the majority of loans. The rate of interest in the majority of cases was very high and 74.6 percent. of the total debt was taken at rates varying between 18¾ percent and 37½ percent. The other details about the amounts

borrowed at different rates of interest are given in the table below :—

TABLE LIV.

Rate of interest.	Amount of debt. Rs.	Percentage to the total debt.
Not known	27,950	13·5
Free of interest	4,063	1·9
Upto 6¼%	11,175	5·4
6¼% to less than 12½%	6,215	3·0
12½% to less than 18¾%	2,650	1·3
18¾% to less than 37½%	1,55,338	74·6
Over 37½%	560	0·3
Total ..	2,07,951	100·0

Housing.

The housing survey extended not only to the quarters provided by the employers but also to the neighbouring village houses.

Employers' Quarters.—The houses provided by the employers are normally of three kinds : family quarters, coolie quarters, and quarters for semi-skilled workers. There is, however, no standardised type as one finds on the railways. The family quarters are generally given to supervisory and other highly paid technical staff. They normally consist of one room, one or two small verandahs, a separate kitchen, latrine, bath-room and courtyard. The roofs are generally tiled or cemented. The coolie quarters generally consist of one small room and a verandah. They are made back to back, each side having a verandah which is normally partitioned to form a kitchen. The semi-skilled workers' quarters are generally brick made and the walls, floors and roofs are all *pucca*. The rooms are generally bigger than those in the coolie quarters.

Private Houses.—The private houses in the villages of Gorakhpore are generally of two kinds : one with courtyard, generally owned by the well-to-do cultivators and petty zamindars and the other without courtyards, the houses of the common men in the villages. The latter are called *Ekpalia* being under one roof.

The survey of housing conditions covered 711 dwellings, of which 276 were provided by employers and 435 were privately owned. The following table shows the number of dwellings in each category according to their size. Of the employers' dwellings, 90 percent were one-roomed. Private houses were fairly well distributed in different groups as is shown in the table below :—

TABLE LV.

Size.	Number of dwellings.		Percentage to the total.	
	Employers' houses.	Private houses.	Employers' houses.	Private houses.
One room	248	125	90·0	29·0
Two rooms	25	143	9·0	32·8
Three rooms	2	79	0·7	18·1
Four rooms	1	48	0·3	11·0
Five rooms	..	33	..	7·5
More than 5 rooms	..	7	..	1·6
Total ..	276	435	100·0	100·0

The density of occupancy in the dwellings of different sizes is higher by 0.3 persons in the quarters provided by the employers but, in one and two room dwellings, the density of occupancy in private owned houses is greater by 1.5 persons in each case. The average size of the room in the employers' quarters is 107 square feet as against an average of 72.7 square feet in the case of private dwellings. The average area per occupant comes to 30.5 and 22.7 square feet respectively.

The following table shows density of occupancy in dwellings of different sizes :—

TABLE LVI.

Size of dwellings.	No. of dwellings.		No. of rooms.		No. of occupants.		Density of occupancy.	
	Employers'.	Private.	Employers'.	Private.	Employers'.	Private.	Employers.	Private.
One room	248	125	248	125	939	657	3·8	5·3
Two rooms	25	143	50	286	102	988	2·0	3·5
Three rooms	2	79	6	237	30	772	5·0	3·3
Four rooms	1	48	4	192	5	526	1·2	2·7
Five rooms	..	33	..	165	..	351	..	2·1
More than five rooms	..	7	..	51	..	111	..	2·2
Total	276	435	308	1,056	1,076	3,405	3·5	3·2

The percentage distribution of occupants in dwellings of different sizes relatively to the percentage distribution of rooms in them is shown in the table below. It is seen that, in both categories of dwellings, the percentage of total occupants accommodated in small dwellings—particularly one-room dwellings in the case of employers' houses and one and two-room dwellings in the case of private houses—is larger than the percentage of rooms comprised in them.

TABLE LVII.

Size of dwellings.	Percentage of habitable rooms to total.		Percentage of occupants to total.	
	Employers'.	Private.	Employers'.	Private.
One room	80·5	11·8	87·2	19·3
Two rooms	16·2	27·1	9·5	29·0
Three rooms	2·0	22·4	2·8	22·7
Four rooms	1·3	18·2	0·5	15·4
Five rooms	..	15·6	..	10·3
More than 5 rooms	..	4·9	..	3·3
Total ..	100·0	100·0	100·0	100·0

Regarding general amenities found in the dwellings surveyed, the following table gives a comparative statement in respect of both the classes of houses. Though both of them are generally poor, the employers' houses show better housing standards. They are better so far as the provision of verandahs are concerned but the private houses are comparatively better equipped with courtyards and kitchens. Bath rooms are conspicuous by their absence in both the types of houses.

TABLE LVIII.

Showing provision of amenities in all dwellings in general and in one and two room dwellings in particular.

	Subsidiary rooms.		Verandah.			Courtyard.			Kitchen.		
	No. of rooms.	No. of dwellings	With. No.	With. %	Without.	With. No.	With. %	Without.	With. No.	With. %	Without.
Employers' Houses.											
All dwellings	32	32 (11·6%)	158	57·2	118	90	32·6	186	59	21·4	217
One room dwellings	13	13 (5·2%)	132	53·2	116	66	26·6	182	34	13·7	214
Two room dwellings	17	17 (6·8%)	23	92	2	23	92	2	22	88	3
Private Houses											
All dwellings	65	58 (13·3%)	147	33·8	288	290	66·7	145	167	38·4	268
One room dwellings.	10	10 (8%)	16	12·8	109	45	36·0	80	49	39·2	76
Two room dwellings	20	11 (7·7%)	50	35	93	88	61·5	55	70	48·9	73

Latrines are provided in the employers' houses but not in the private ones. From the point of view of electric light, drainage and ventilation, the employers' houses are better than the private houses. This should not lead to the conclusion that the employers' houses are ideal or even tolerably good. The drainage in the villages is totally absent, while in the employers' houses there are drains normally at the back of houses but the flow is so slow that water stagnates and emits an offensive smell.

The following table shows the details of other amenities provided in the two kinds of houses :—

TABLE LVIX

	Bath Rooms.		Latrines.		Water Supply.		Electricity.		Drainage.		Ventilation.	
	With.	Without.	With.	Without.	With.	Without.	With.	Without.	Satis-factory.	Unsatis-factory.	Satis-factory.	Unsatis-factory.
EMPLOYERS' HOUSES.												
All dwellings	11 (4%)	265	78 (28·2%)	198	1 (0·4%)	275	27 (9·8%)	249	83 (30%)	193	125 (45·3%)	151
One room	8 (3·2%)	240	56 (22·62%)	192	1 (0·4%)	247	25 (10·1%)	223	72 (29%)	176	109 (44%)	139
Two rooms	2 (8%)	23	20 (80%)	5	*Nil.*	25	1 (4%)	24	8 (32%)	17	13 (52%)	12
PRIVATE HOUSES.												
All dwellings	*Nil.*	*Nil.*	*Nil.*	*Nil.*	3 (0·7%)	432	*Nil.*	*Nil.*	1 (0·2%)	434	2 (0·5%)	433
One room	*Nil.*	*Nil.*	*Nil.*	*Nil.*	..	125	*Nil.*	*Nil.*	*Nil.*	125	*Nil.*	*Nil.*
Two rooms	*Nil.*	*Nil.*	*Nil.*	*Nil.*	2 (1·4%)	141	*Nil.*	*Nil.*	1 (0·7%)	142	1 (0·7%)	142

Water Supply and Light.—The main source of water supply is from wells. Employers have fitted taps in certain factories for the common use of workers, but the average works out to be 25 to 30 families per tap. Electric light, wherever provided, is free. It was only in the case of one unit that the *general* workers' quarters had electric light.

PART III.

CHAMPARAN.

(Bihar Province).

Of the nine sugar factories in the Champaran district, five were selected at random for an *ad hoc* survey of labour conditions. One of these units was established in 1907, two in 1932, the fourth in 1933 and the fifth in 1936.

The sugar industry in Champaran, as in other places, is seasonal and about 70 per cent. of the workers find employment only for a period varying from 3 to 5 months in a year. The engineering staff, however, is kept engaged throughout the year for overhauling and repairs in the off-season. Some of the chemists are kept for soil and cane analysis, but most of them and the panmen are given a retention allowance varying from 33-1|3 per cent. to 50 per cent. of their emoluments.

The following table gives the length of the crushing season in 4 sampled factories during the last 3 years :—

TABLE LX.

Showing the length of season.

Year.	Serial number of the factory.			
	1	2	3	4
	days.	days.	days.	days.
1941-42	80	85	85	70
1942-43	141	161	137	138
1943-44	114	126	119	121
Average	111·7	124	113·7	109·7

As the table above shows, the season varies from 70 days to 161 days.

One of the sampled units owns a farm, but the estate workers are not included in the scope of my enquiry. The percentage of seasonal workers, who are also agriculturists, varies from 75 to almost 100. The factory which gives an estimate of 75 per cent. is situated near a town and some of its workers are evidently drawn from the urban population.

Employment.

The number of workers employed in the sampled factories is as follows :—

TABLE LXI.

Showing the number of workers employed.

Serial number of factory.	Total number of workers employed in Jan. 1939	Total number of workers employed in Jan. 1944	Percentage increase (+) or decrease (—) since Jan. 1939.	Total number of workers employed in Jan. 1944	Percentage increase (+) or decrease (—) since Jan. 1939.
1 ..	458	636	+38·9	762	+66·4
2 ..	745	948	+27·2	859	+15·3
3 ..	Not available.	552	..	582	..
4 ..	558	531	—4·8	606	+8·6
5 ..	520	665	+27·9	793	+52·5
Total (excluding No. 3)	2,281	2,780	+21·9	3,020	+32·4
Total for 1944 ..	..	3,332	..	3,602	..

January 1944 figures are 21.4 per cent. higher and January 1945 figures are 32.4 per cent. higher than those of January 1939. The increase has not, however, been uniform or even continuous in different factories. The number of workers employed in one factory, for example, shows a decrease of 4.6 per cent. in January 1944, as compared with January 1939 and figures for January 1945 are lower than those for January 1944 in another factory. The increase in 1945 in individual factories varies from 8.6 per cent. to 66.4 per cent. The 1945 figure is generally in excess of 1944 figure and shows an over-all increase of 8.1 per cent.

Workers were employed through contractors in one unit where they formed 15.8 per cent. of the total strength and were paid directly by the management, the contractor serving as mate over them and receiving a remuneration for his work.

Length of Service.—The following table gives the data about the length of service of seasonal workers as collected from 4 out of 5 factories.

TABLE LXII.

Showing length of service.

Length of service.	Factory No. 1.		Factory No. 2.		Factory No. 4.		Factory No. 5	
	No.	Percentage.	No.	Percentage.	No.	Percentage.	No.	Percentage.
0—1 year	391	52·4	6·8	75·1	570	94·0	637	92·2
1—5 years	272	36·5	170	21·0	26	4·3	38	5·5
5—10 years	83	11·1	29	3·5	7	1·2	16	2·3
10 years and over ..	*Nil*	0·0	3	0·4	3	0·5	..	..
Total ..	746	100·0	810	100·0	606	100·0	691	100·0

The first group (0-1 year) is by far the biggest. The second group comprising 1—5 years' service comes next in the first two units, the reason being that the employers have begun retaining a fair proportion of the technical staff, as also some seasonal workers on a permanent basis. The other two factories discharge all their staff at the end of the season.

Temporary and Permanent Workers.—Four out of 5 sampled units classify their workers into temporary and permanent. In actual practice, this means, except in one unit, a differentiation between seasonal and non-seasonal workers only. In one factory, all workers who have put in one year's service are designated as permanent and enjoy some distinct advantages over the temporary staff. Out of 45 per cent. of the total strength in this factory, which is classed as permanent, 20 per cent. are seasonal employees and 25 per cent. non-seasonal employees. Permanent workers are entitled to join the provident fund in one factory. In another factory, the establishment staff alone can join it. The privileges in regard to leave in three sampled units are summarised below :—

TABLE LXIII.

	Factory No. 1.	No. 3.	No. 4.
Permanent.			
Superior staff ..	1 month's privilege leave	1/11th of service, maximum of 30 days a year accumulated upto 360 days.	1 week to 1 month.
	10 days' sick leave ..	Casual 1/30th and sick 1/30th.	
Others	15 days' privilege leave, 7 days' sick leave.	1/50th of service upto 7 days in the year as leave	1 week plus 7 days' sick and casual leave.
Temporary.			
Superior staff ..	....	1/50th of service as casual leave and 1/50th as sick leave.	No leave.
Others	7 days' privilege leave. 5 days' sick leave.	No leave.	

Apprenticeship.—Of the three units that train workers, one has a regular system of apprenticeship. Normally, apprentices are kept for one year. For the first six months, they do not get any remuneration. In the second half of the year of training, they are paid some emoluments. The period of apprenticeship is counted towards service for purposes of privilege leave, etc., but there are no set rules to this effect in the other two concerns.

Labour Turnover.

Considerable difficulties were experienced in collecting the data about labour turnover. The records were not kept in proper order, and, naturally, the information was gathered from the attendance registers personally by the investigating staff. Figures of dismissals, resignations and retirements in 1939 were available from only one unit. It appears that the turnover was 22.3 per cent. in 1939 and 21.3 per cent. in 1943. Of the other two factories, for which data were available, the turnover was 29.8 and 36.3 in 1943 respectively. A very large number of workers is normally dismissed in the manufacturing sections for various malpractices, e.g., stealing sugar and other things.

Absenteeism.

The figures for absenteeism were available only in 4 sampled units. These are given in the table below.

TABLE LXIV.

Serial Number of factory.	Year.	Average number of workers.	Days worked	Total Man days.	Man days lost.	Rate of absenteeism.
1.	1943	640	140	89,600	7,942	8·9%
3.	1944	526	120	63,120	730	1·2%
4.	1943	528	138	72,864	2,641	3·6%
5.	1939	454	90	40,860	1,438	3·5%
	1943	561	140	78,450	4,088	5·2%

Absenteeism is not high except in the case of the first unit. It is stated that as the latter part of the crushing season, long as it was, coincided with the harvesting period in 1943, absenteeism increased. Normally, absenteeism in the season is not high and is due mostly to sickness and social ceremonies, especially marriages.

Standing Orders.

Two of the factories have got standing orders, defining the terms and conditions of employment and relationship between the management and the workers, e.g., the period of notice required for the termination of services, the rights and privileges of workers including the rules about allotment of quarters, etc. A labour sub-committee has recently been appointed by the Bihar Sugar Mills Association to frame such rules in consultation with the Labour Commissioner, Patna.

Labour Officers.

None of the sampled units has any labour officer. The Managers deal with complaints and grievances of labourers. There is no works committee in any unit.

Recruitment.

Workers are recruited by the Heads of Departments, *i.e.*, Chief Chemist and Chief Engineer from among those who offer themselves for service at the gates. Vacancies of skilled hands are usually advertised in the local papers and selection is made on the basis of efficiency and skill. Complaints of bribery and corruption among the time keepers and other departmental heads in respect of fresh appointments were received from a number of workers in the sampled units.

Wages and Earnings.

None of the factories has got any graded or time-scale promotion. Wages vary in some cases from worker to worker in the same job. The wages of the unskilled workers are, however, fixed by the Champaran Sugar Mills Association at a minimum of Rs. 16|14 (including dearness allowance) per month. The following table gives the basic wages for certain categories of workers in 1939 and 1945 :—

TABLE LXV.

Occupation.	Basic Wages given in 1939 and 1945.									
	Factory No. 1.		Factory No. 2.		Factory No. 3.		Factory No. 4.		Factory No. 5.	
	1945	Pre-war.	1945.	Pre-war.	1945.	Pre-war.	1945.	Pre-war.	1945.	Pre-war.
Unskilled coolies	Rs. 11. p.m.	Rs. 7/8/- p.m.	Rs. 9/- p.m.	Same as in 1945	Rs. 11/6/- p.m. or Re-/6/- a day.	As. 2/6 a day.	As. 6 a day.	As. 4 a day.	As. 5 to As. 6 a day.	As. 5 to As. 6 a day.
Oilmen			Rs. 9 to Rs. 12.							
Mates			Rs. 12 to Rs. 18.				Rs. 15 to Rs. 16.	Rs. 10 to Rs. 12.		
Fitters			Rs. 20 to Rs. 50.		Rs. 25 to Rs. 90.		Rs. 30 to Rs. 85.	Rs. 20 to Rs. 40.	Rs. 57.	Rs. 55.
Drivers			Rs. 20 to Rs. 50.						As. 8 a day.	As. 8 a day.
Turners			Rs. 20 to Rs. 35.						Rs. 65.	Rs. 55.
Panmen									Rs. 86.	Rs. 70.

Analysis of Wages and Earnings.

Of 3,409 workers employed in the 5 sampled units, wage data were collected for different occupations in respect of 2,144 workers who worked for the maximum number of days in January 1945. This gives a sample of 62.9 per cent. The workers were all males and were time-rated. The frequency tables in respect of their basic wages show that as many as 2361, out of 3409, or 69.3 per cent. workers draw between 4 annas but less than 6 annas. Another 485 workers, 14.2 per cent. of the total, fall in the group ' 6 annas but less than 8 annas '. Other details of the basic wages are given below.

TABLE LXVI.

Frequency table showing average daily wages (not including allowances).

Wage group.	No. of workers.	Percentage.
Less than 4 annas	..	..
4 As. but less than 6 As.	2,361	69·3
6 As. but less than 8 As.	485	14·2
8 As. but less than 10 As.	156	4·6
10 As. but less than 12 As.	101	3·0
12 As. but less than 14 As.	29	0·9
14 As. but less than Re. 1	56	1·6
Re. 1 but less than Rs. 1/2	48	1·4
Rs. 1/2 but less than Rs. 1/4	40	1·2
Rs. 1/4 but less than Rs. 1/8	49	1·4
Rs. 1/8 but less than Rs. 1/12	24	0·7
Rs. 1/12 but less than Rs. 2/-	11	0·3
Over Rs. 2	49	1·4
Total ..	3,409	100·0

The average daily net earnings of the majority of workers at Champaran were in the group ' 8 annas but less than 12 annas ' which covered as many as 82.1 per cent. workers in the sample. The wages of a very small minority of workers, 2.4 per cent., were above Rs. 2|8|-. This group covered the highly paid technical and engineering staff. The following frequency table shows the earnings inclusive of allowances and overtime of the workers in the sample.

TABLE LXVII.

Earnings.	No. of Workers.	% to the total.
Less than 8 annas	18	0·5
As. 8 but less than As. 12	2,798	82·1
As. 12 but less than Re. 1	211	6·2
Re. 1 but less than Rs. 1/4	89	2·7
Rs. 1/4 but less than Rs. 1/8	49	1·4
Rs. 1/8 but less than Rs. 1/12	78	2·3
Rs. 1/12 but less than Rs. 2/-	41	1·2
Rs. 2/- but less than Rs. 2/4	15	0·4
Rs. 2/4 but less than Rs. 2/8	28	0·8
Over Rs. 2/8	82	2·4
Total ..	3,409	100·0

Wages of Contract Labour.—Contract workers are in evidence only in two factories. They are paid directly by the management in one unit and their wages are at par with those employed on similar jobs. In the other factory, however, contract labour is paid according to work. The contractors work with other workers and distribute the earnings equally.

Dearness Allowance.—The following table analyses the position about dearness allowance in respect of different sampled units.

TABLE LXVIII.

Showing dearness allowance paid at various factories.

Factory.	Date of 1st payment.	Dates of revision.	Present rate.		
1 ..	..	....	Those getting salary up to Rs. 100	50%	
			Between Rs. 101 and 200	35%	
			Between Rs. 201 and 300	30%	
			Rs. 301 and above	20%	
2 ..	December 1941 ..	October 1942 and ..	Upto Rs. 50	100%	Since April 1943 workers under 1 year's service get only 50% of the dearness allowance.
		April 1943 ..	Between Rs. 51 and 100	87½%	
			Between Rs. 101 and 200	75%	
			Between Rs. 201 and 300	62½%	
			Between Rs. 301 and 400	50%	
			Between Rs. 401 and 500	37½%	
			Rs. 501 and above	25%	
3 ..	..	December 1943 ..	Upto Rs. 14	Rs. 5/8	
			Between Rs. 15 and 19	Rs. 6/-	
			Between Rs. 20 and 29	Rs. 8/-	
			Between Rs. 30 and 49	Rs. 10/-	
			Between Rs. 50 and 99	Rs. 12/-	
			Between Rs. 100 and 149	Rs. 15/-	
			Above Rs. 150	15%	
4	..	September 1943 ..	Upto Rs. 12	50%	
			Between Rs. 12 and 15	37½%	
			Between Rs. 15 and 25	31¼%	
			Between Rs. 25 and 50	25%	
			Between Rs. 50 and 100	18¾%	
			Between Rs. 100 and 150	12½%	
5 ..	....	June 1943 ..	Upto Rs. 40	50% with a minimum of Rs. 6/-.	
	December 1942 ..	....	Between Rs. 40 and 80	40% with a minimum of Rs. 20/-.	
			Between Rs. 80 and 120	35% with a minimum of Rs. 32/-.	
			Between Rs. 120 and 200	30% with a minimum of Rs. 40/-.	
			Rs. 201 and above	Rs. 60/-.	

All the units have been giving dearness allowance since 1941-1942 or 1942-43. There have, however, been occasional revisions. Workers under one year's service get only half the sanctioned allowance in one concern.

Bonus.—The following table summarises the position in respect of the award of annual bonuses :—

TABLE LXIX.

Factory number. / Year.	1	2	3	4	5
1940-41	....	3 months' pay ..	....	....	....
1941-42	....	3 months' pay ..	....	....	....
1942-43	2 months' pay ..	3 months' pay ..	....	....	2 seasons' service; supervisory—2 months. Others—1½ months.
					1 season's service; Supervisory—1 month. Others—1 month.
1943-44	Permanent—3 months' pay	3 months' pay ..	1 month's pay to be paid to those workers who joined in 1944-45.	15 days' wages paid ..	1 year's service—1½ months.
	Temporary—2 months' pay	....	....	15 days' wages to be paid in 1945.	4 months' service—1 month.
					2-3 months' service—15 days.

In the third unit, workers have not so far received the bonus.

Travelling Allowance.—Barring Factory No. 2, travelling allowance in other units is generally paid to the skilled workers in the sampled units, the retained workers in one unit get single journey fare only.

Overtime.—According to the replies submitted by three of the factories it appears that the workers do not generally work overtime. The other two pay overtime according to the Factories Act. Records of overtime work and payment are maintained and are open to inspection by the workers.

Fines and Deductions.—Only one factory imposes fines on workers ranging from 2 annas to 8 annas for coming late, absenting without intimation, neglecting duties and disobeying orders. A fine fund is maintained but there is no balance in it. The amount outstanding in the account is used for the benefit of the families of the deceased workers. In three factories there is the system of making day to day advances for consumption purposes. Each month the accounts of the workers are debited to the extent of outstanding advances and the balance is paid to them.

Wage Period.—The following table gives the wage-period in the five sampled units :—

TABLE LXX.

Number of factory.	Monthly-rated staff.		Others.	
	Wage period.	Date of payment.	Wage period.	Date of payment.
1.	1 month	7 days in the season	Same as for monthly-rated staff.	
2.	1 month	10 days in the season, 7 days in the off-season.	Daily coolies—10 days	Within 3 days.
3.	1 month	7 days	Casual—weekly.	Following day.
4.	1 month	7 days	Daily coolies—14 days	3 days.
5.	1 month	7 days	Same as for monthly-rated staff.	

Weekly Close Days.

During the season, there is no *regular* close day but, in the off season, Sunday is observed as such. The day shift gets one day off in a week while those working in the manufacturing sections get an interval of 32 hours every twelfth day. The regulations regarding holidays have not always been obeyed by some of the factories under enquiry.

Shifts.

The following table gives details of shifts in force in different sampled units :—

TABLE LXXI.

Showing working hours.

Serial Number of factory.	Shift A.	Shift B.	Shift C.	'D' Shift (General shift).
1	12 midnight to 8 a.m. ..	8 a.m. to 4 p.m.	4 p.m. to 12 midnight ..	7 a.m. to 12 noon. 1-45 p.m. to 6 p.m.
2	1 a.m. to 9 a.m.	9 a.m. to 5 p.m.	5 p.m. to 1 a.m.	7 a.m. to 12 noon 2 p.m. to 6 p.m.
3	12 midnight to 8 a.m. ..	8 a.m. to 4 p.m.	4 p.m. to 12 midnight ..	8 a.m. to 12-30 p.m. 2 p.m. to 6-30 p.m.
4	Do.	Do.	Do.	7-30 a.m. to 1 p.m. 2 p.m. to 6 p.m.
5	Do.	Do.	Do.	7-30 a.m. to 1 p.m. 2-30 p.m. to 7 p.m.

All the factories have 3 shifts of 8 hours each in addition to a general day shift, called ' D ' shift.

Working Conditions.

Ventilation is generally satisfactory, except in one factory which is rather old. The drains in most of the factories are uncovered. The atmosphere inside the factories is hot and even humid, the latter being the result of numerous steam leakages. It is invariably choking near the sulphitation tanks. The temperature in the vicinity of the pans is very high except in one factory where fans have a mitigating effect. Exhaust-fans do not, however, exist in any of the factories.

Latrines and urinals exist in all the sugar factories and though their number might be quite sufficient from the point of view of the Factories Act, their general sanitary condition was hopelessly bad. The result was that they were not very popular among the workers who preferred the open fields to them. Besides water taps, there are no other washing and bathing facilities. The premises of some of the factories were very dirty and foul and pungent smell emanated from the press mud and the dirty drains. Of the rest shelters provided in two factories (area—360 and 1,312 square feet) one was without any ventilation and the other was a tin shed without any furniture. Needless to say that the accommodation was unsatisfactory and inadequate, and could not be made use of even by the night shift workers.

Welfare Activities.

Medical Facilities.—Dispensaries existed in all the sampled units and the system of medicine in all was allopathic. There was an additional homeopathic dispensary only in one concern. The following table shows the details of the medical facilities provided by the employers.

TABLE LXXII.

Number of Factory	Staff.	Qualifications of doctors.	Emoluments of doctors. Rs.	No. of cases treated daily.	Remarks.
1	1 Doctor .. .. 1 Compounder.	L.M.F.	148/8/	70 to 80	
2	1 Doctor .. ... 2 Compounders.	L.M. & S. (Cal.) ..	187/8/-	40 out-patients .. 3-4 in-patients.	Also hospital with 10 beds.
3	1 Doctor (Part-time) ... 1 Compounder. 1 Dresser (Part-time) in season. 1 Compounder.	L.M.P.	40/-	Season : 50 to 60 Off season : 20 to 30.	
4	1 Part-time Doctor and 1 Compounder.	M.B.B.S.	16/- per visit	....	4 or 5 visits a month.
5	1 Doctor (Part-time) ..	M.B.B.S.	Rs. 41/-	30	

The doctors in 3 out of 5 factories were part-time and attended either on call or at fixed hours daily. In one unit, there were 10 beds and facilities existed for indoor patients. But the general practice of the employers was to send the more serious cases to a hospital which was partly financed by them. The most common diseases among the workers were malaria, dysentry, influenza, small pox, typhoid and kalazar. 50 per cent. of the cases were due to malaria alone. About 10 to 20 per cent. of workers suffered from venerea diseases. There was no system of pre-employment medical test or follow-up health care.

About 25 per cent. of the workers in the sugar factories are addicted to the use of intoxicants like *toddy* and no less than 80 to 90 per cent. of them are either tobacco smokers or tobacco chewers.

Canteens.—Though regular canteens were not in evidence in any of the sampled units, facilities did exist outside the factory premises for the supply of *gur* and light refreshment. The management of one unit supplied *gur* and tea to workers who worked in the open in winter.

Creche.—None of the factories employed women workers and hence the necessity for *creches* did not arise.

Educational Facilities.—A primary school was run by the local government at one unit. Two sampled units had high schools. One factory subscribed to a middle school, while the other had its own middle school.

There was no particular provision for the education of adult workers. Three factories had clubs, which, though theoretically open to all workers, were out of the reach of the low paid staff for they could not afford to pay a subscription of 8 annas every month. Two of the clubs have libraries which are used exclusively by the members.

Grain Shops.—Rice, wheat, *atta, dal,* sugar, cloth and soap were available to the workers in the premises of 4 factories at controlled prices. In one unit supplies were given below the market prices.

Trade Unions and Strikes.

Trade unions are unknown in the Champaran Sugar Industry. Two of the sampled units have had one strike each. The strikers in one wanted family quarters and permission to form a union. The latter request was granted but nothing materialised. The strikers in the other unit wanted increase in wages but they were not successful.

Safety Acts.

All the factories come under the Factories Act and generally observe the provisions of the Electricity Act, Payment of Wages Act and the Workmen's Compensation Act. The only steps taken by the managements to acquaint their workers with the provisions of these Acts is through the posting of their abstracts.

Factory Inspection.—During the last 10 years, each sampled unit had 8—13 inspections which roughly gives an average of one inspection per year. The perusal of the inspection reports shows that a majority of remarks relate to the absence of fencing of machinery or guarding of pulleys, to lack of sanitary arrangements, failure to observe holidays, or to post the abstracts required under the various Acts.

The following table shows the accidents and the compensation paid in the sampled units.

TABLE LXXIII.

Showing accidents and compensation paid in 1943.

Number of factory.	No. of accidents.		Compensation paid.
	Minor.	Serious.	
1.	..	1	Rs. 900.
2.	..	2	Rs. 84 and Rs. 385. Total = Rs. 469/-.
3.	..	1	Rs. 2/11.
4	2	2	Rs. 2/14 & Rs. 5/10/9. Total = Rs. 8/8/9.
5.	4	8	Total—Rs. 54/14.

There were few very serious accidents in 1943. The wearing of loose clothes is discouraged and, in one factory, 100 persons working on moving machines are provided with uniforms.

Provident Fund, Pensions and Gratuities.

Provident fund exists for all permanent workers in only one factory. In a second factory, it is open only to the supervisory staff. There are no pensions or gratuities in any unit.

Civil Condition

A randomised sample of 649 persons was selected for enquiry into their civil condition and indebtedness. The majority of them, 556 or 85.6 per cent. were Hindus. Of the rest, 86 were Muslims, 5 Christians and 2 Sikhs.

The number of literate persons among the sample was 192 or 29.6 per cent. only. 573 or 88.3 per cent. of the sampled workers were married, but the number of persons with dependants was higher at 631 or 97.2 per cent. The modal group is 3 to 4 dependants, where the frequency is as high as 36.1 per cent. of the workers. Another 30.5 per cent. had 5 to 6 dependants. The total number of dependants supported by 631 persons encumbered with dependants was 2,715. This gives an average of 4.3 dependants per head of those with dependants. This average is slightly above the mode. The following table shows the distribution of workers according to the number of their dependants.

TABLE LXXIV.

Number of dependants.	No. of workers.	Percentage in different groups.
Nil	18	2·8
1-2 dependants	116	17·9
3-4 dependants	234	36·1
5-6 dependants	198	30·5
7 and over dependants	83	12·7
Total	649	100·0

Indebtedness.

The state of indebtedness of samples is brought out by the following table

TABLE LXXV.

No. of dependants.	No. of indebted workers.	Amount of debt.	Average amount of debt per indebted person.	Percentage of indebted workers to the total in different groups.
		Rs.	Rs.	
Nil	4	895	223·7	22·2
1-2 dependants	78	11,595	148·7	67·2
3-4 dependants	177	33,264	187·9	75·6
4-6 dependants	152	43,893	288·8	76·8
7 and over	74	19,227	259·8	89·1
Total ..	485	1,08,874	224·5	74·7

Out of 649 persons, as many as 485 or 74.7 per cent. were in debt. The average amount of debt comes to Rs. 224.5. The average indebtedness of persons with less than 4 dependants was below the average for all. As the number of dependants increases the percentage indebtedness also increases.

Causes of Indebtedness.—485 indebted persons had taken 660 loans, that is to say, some of them had taken more than one loan. The expenses on marriages were responsible for 40.8 per cent. of indebtedness and 37.7 per cent. of loans. The following table shows indebtedness under different causes.

TABLE LXXVI.

Causes of debts.	Number of loans.	Percentage of all loans.	Amount of debt. (Rs.)	Percentage of total debt.	Average amount of debt. (Rs.)
Marriage	249	37·7	44,410	40·8	178
Sickness	39	5·9	4,615	4·2	118
Death	91	13·8	11,657	10·7	128
Litigation	6	0·9	2,500	2·3	417
Purchase of land and cattle	35	5·3	7,635	7·0	218
Domestic needs	199	30·2	19,802	18·2	100
Miscellaneous	10	1·5	5,187	4·8	519
Ancestral	31	4·7	13,068	12·0	422
All causes	660	100·0	1,08,874	100·0	165

The distribution of indebted persons according to the actual amount of debt is seen in the table below. It appears that 19.2 per cent. of the workers were lightly indebted with a debt of less than Rs. 50. Another 24.3 per cent. had a debt of between Rs. 51 and Rs. 100 and 26.4 per cent. had a debt of between Rs. 101 and Rs. 200.

TABLE LXXVII.

Showing the distribution of indebtedness in the specified groups.

Indebtedness	Number of persons	Percentage to the total.
Debt upto Rs. 50	93	19·2
Between Rs. 51 and Rs. 100	118	24·3
Between Rs. 101 and Rs. 200	128	26·4
Over Rs. 200	146	30·1
Total ..	485	100·0

Rate of Interest.—The bulk of debt has been taken at very high rates of interest, i.e., between 18¾ and 37½ per cent. The other details about the rate of interest are given in the table below.

TABLE LXXVIII.

Rate of interest	Amount (Rs.)	Percentage.
Free of interest	4,029	3·9
Upto 6¼%	16,005	14·7
6¼% to 12½%	27,920	25·6
12½% to 18¾%	9,827	9·0
18¾% to 37½%	47,553	43·7
Over 37½%	3,360	3·1
Total ..	108,874	100·0

The managements of three of the sampled units advance money to workers free of interest. The amount is realised from wages in easy instalments. Otherwise, the *mahajan* is the usual agency of these loans.

Housing.

Except in one factory, a substantial percentage of workers is housed by the managements in rent-free quarters, as is shown below :—

TABLE LXXIX.

Showing the provision of houses.

Factory	No. of workers housed	Total number of workers.	Percentage.
1	397	762	52·1
2	423	859	49·2
3	29	582	5·0
4	146	606	24·1
5	402	793	50·7
Total ..	1,397	3,602	38·8

My housing survey covered 651 dwellings, of which 156 were privately owned and 495 were supplied by employers. The great majority of the latter, 93.3 per cent., were one-room dwellings. Of the former, 45.6 per cent. were one-room dwellings, 26.3 per cent. had two living rooms and 16.7 per cent. consisted of three rooms. The following table gives the distribution of dwellings according to size.

TABLE LXXX.

Size	No. of dwellings		Percentage of total	
	Employers'	Private	Employers'	Private
One room	462	71	93·3	45·5
Two rooms	16	41	3·3	26·3
Three rooms	10	26	2·0	16·7
Four rooms	7	11	1·4	7·1
Five rooms	..	7	..	4·4
Total ..	495	156	100·0	100·0

This table shows that private houses are well distributed among the different sizes.

The average density of occupancy in private houses was 3.3 per room of an average area of 160 square feet as against 4.1 per room of an average area of 106 square feet in the employers' houses. But the density of occupancy in dwellings containing 1 to 4 rooms was greater in private houses than in employers' houses.

The following table shows the density of occupancy in dwellings of different sizes.

TABLE LXXXI.

Private Houses.

Size of dwellings	No. of dwellings	No. of rooms	No. of occupants	Density of occupancy
One room	71	71	355	5·0
Two rooms	41	82	270	3·3
Three rooms	26	78	180	2·3
Four rooms	11	44	113	2·6
Five rooms and over	7	42	117	2·8
Total ..	156	317	1,035	3·3

TABLE LXXXII.

Employers' Houses.

One room	462	462	2,106	4·5
Two rooms	16	32	70	2·2
Three rooms	10	30	37	1·2
Four rooms	7	28	26	0·9
Five rooms	..	..	..	..
Total ..	945	552	2,239	4·1

Density of occupancy can be looked upon from another angle of vision as well. The following table shows the percentage of habitable rooms to the total number of rooms and the percentage of occupants to the total number of occupants.

TABLE LXXXIII.

Size of dwellings.	Percentage of habitable rooms to the total number of rooms.		% of occuapants to total number of occupants.	
	Employers'	Private	Employers'	Private
One room	83·7	22·4	94·1	34·3
Two rooms	5·8	25·8	3·1	26·1
Three rooms	5·4	24·6	1·6	17·4
Four rooms	5·1	13·9	1·2	10·9
Five rooms	..	13·3	..	11·3
Total ..	100·0	100·0	100·0	100·0

This shows that 94.1 per cent. of occupants in employers' houses were living in one room dwellings. In private houses, the percentage of occupants in one room dwellings was 34.3 ; in two room dwellings 26.1 and in three room dwellings 17.4. The remaining 22.2 per cent. were living in dwellings containing 4 rooms or more. The table referred to above also shows that one room dwellings accommodated a higher percentage of total occupants than the percentage of total rooms comprised in them. Altogether, living conditions, from the point of view of congestion, were better in privately owned houses than in employers' houses.

From the point of view of amenities like verandahs, bath rooms, kitchens, latrines, water-supply, electricity, drainage and ventilation, the employers' houses were much better than privately owned houses. The private houses were better in the provision of subsidiary rooms and courtyards only. The table below gives more details about the comparative provision of amenities in employers' and privately owned houses.

Table LXXXIV.

	Subsidiary rooms			Verandahs			Courtyards			Kitchens			Bathrooms			Latrines			Water Supply			Electricity			Drainage			Ventilation		
	No. of rooms	No. dwellings		With		Without	With		Without	With		Without	With		Without	With		Without	With		Without	With		Without	Satisfactory		Unsatisfactory	Satisfactory		Unsatisfactory
		No.	%	No.	%		No.	%		No.	%		No.	%		No.	%		No.	%		No.	%		No.	%		No.	%	
PRIVATE HOUSES																														
All dwellings	84	60	31·6	3	1·9	153	39	24·7	117	2	1·3	154	Nil	Nil	Nil	2	1·3	154	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	3	1·9	153
One room	28	28	39·4	1	1·4	70	11	15·5	60	2	2·8	69	..	..	..	..	..	71	..	..	..	..	..	..	..	..	..	1	1·4	70
Two rooms	26	22	53·7	2	0·5	39	28	68·3	13	..	..	41	..	..	..	2	·5	39	..	..	..	..	..	..	..	..	..	2	·5	39
EMPLOYERS' HOUSES																														
All dwellings	24	14	2·8	236	47·7	259	87	13·8	438	124	25·1	371	17	3·4	478	69	13·9	426	206	41·6	290	23	4·4	473	74	14·9	421	254	51·3	241
One room	6	3	..	215	46·5	247	41	8·9	421	92	19·9	370	3	·6	459	43	10·4	414	19·7	43·6	265	1	·2	461	41	8·9	421	221	47·9	241
Two rooms	18	11	68·7	16	100·0	..	16	100·0	..	8	50·0	8	8	50·0	8	8	50	8	8	50·0	8	8	50·0	8	16	100·0	..	16	100·0	..

PART III—*contd.*

Darbhanga.

Of the five sugar factories in Darbhanga, three were selected for an *ad hoc* survey of labour conditions. They were established in 1914, 1921 and 1934. All are seasonal and work for 2½ to 4½ months between December and April every year.

Employment.

The number of workers employed in the sampled factories is as follows :—

TABLE LXXXV.

Serial number of factory.	January 1939	January 1944	Percentage increase (+) or decrease (—) since Jan. 1939.
1	1203 + 9 adolescents =1212	1117 + 9 adolescents =1126	—7·1
2	462	770	+66·7
3	775	681	—12·1
Total ..	2,449	2,577	+5·12

Of the estimated number of 4009* workers in all the factories, sampled and others, 2561 (64.0 per cent.) were covered by the units under investigation in January 1945. It will be seen from the table above that employment in January 1944 increased only in one out of three concerns. It went down in two of the three concerns in the season 1944-45. The reason according to the employers is to be found in the exceptionally low supply of sugar cane, probably due to the ' grow more food campaign ', the comparatively more paying food crops and transport difficulties. Taking all the sampled concerns, the total employment which went up in January 1944 by 5.3 per cent. as compared with the pre-war figure registered a slight set-back in 1944-45.

No sampled factory employs any woman labour but, in one unit, nine boys between 12 and 17 were engaged. Their number is, however, very small and they are usually called upon to do light work.

Seasonal workers.—About 70 per cent. of the workers are discharged at the end of the season. Almost 90 per cent. of the seasonal workers are agriculturists and go back to land. The engineering staff is kept in the off-season for maintenance, repairs and over-hauling of machinery and plant, while the chemists and laboratory assistants, who stay in off-season, work on soil and cane analysis and guide the administration on technical matters.

Length of Service.—Service records were available in 2 units only. The following table gives the length of service of workers in them.

TABLE LXXXVI.

Length of service.	Factory No. 1		Factory No. 2		Total	
	No. of workers	Percentage of workers	No. of workers	Percentage of workers	No. of workers	Percentage of workers
Between—						
0 and 1 year ..	889	93·3	51	7·7	940	58·3
1 and 5 years ..	12	1·3	93	14·1	105	6·5
5 and 10 years ..	24	2·5	125	18·9	149	9·2
Over 10 years ..	28	2·9	391	59·3	419	26·0
Total ..	953	100·0	660	100·0	1,613	100·0

*These figures refer to January 1945.

The majority of workers in one factory have put in more than 10 years' service, while in the other an overwhelming proportion has done only one year's service. This is because the former does not formally discharge its workers at the end of the season but keeps them on its rolls. The other discharges its workers at the end of each season and re-employs them next season.

Permanent and temporary workers.—Some sort of classification as between 'permanent' and 'temporary' workers exists in all the units. The following table gives the percentage in each category.

TABLE LXXXVII.

Serial number of factory	Temporary	Permanent
1	70·15	29·85
2	1·7	98·2
3	97·6	2·4

At factory No. 2, the permanent workers do not enjoy any special privileges. At factory No. 1. the permanent skilled workers get 10 days' sick and casual leave and 10 days' privilege leave while unskilled workers with more than 5 years' service get 7 days' sick and casual leave. Temporary workers get sick leave on the recommendation of the medical officer. At the third factory, permanent workers get a month's privilege leave, a week's sick leave on full pay and a month's sick leave on half pay while temporary workers get 7 days' privilege leave or, if they do not avail themselves of it, a week's wages and 3 days' sick leave on full pay and a fortnight's on half pay.

Apprenticeship.—Apprentice fitters and panmen are employed in two of the units. One of them also takes in apprentice turners. The period of apprenticeship which extends from 2 to 3 years is counted towards total service in both places.

Promotions.—Time scale promotion exists in only one unit and, though the management contend that it extends to all workers, the unskilled workers are actually excluded. There are grade promotions in the other concerns, and workers are normally promoted on the basis of merit and efficiency.

Labour Turnover.

Considerable difficulties were experienced in the collection of data on labour turnover, for the reason that, while one factory does not maintain any such record, the other two concerns have different practices in vogue. All workers, for example in one factory, whether seasonal or otherwise, are kept on the roll throughout the year and are paid a retention allowance of 25 per cent. (skilled workers) and 10 per cent. (unskilled workers) of their emoluments. In the other factory, however, the seasonal workers are discharged at the end of the season. Attempts were, however made to collect the data about labour turnover for all workers during the season in 1939 and 1943. It appears that, while in 1939, 6.7 per cent. workers left in one concern and 12.6 per cent in the other, the corresponding figures for 1943 are 3.6 per cent. and 4.9 per cent. respectively. According to information collected from one concern, it further appears that the displacement of a certain percentage of labour took place in 1939 due to some attempts at rationalisation. The causes responsible for labour turnover are dismissals due to stealing and other bad practices and voluntary resignations on account of better opportunities in war-time factories and armed forces.

Absenteeism.

The following table gives absenteeism figures for 1939 and 1943 in one unit and for 1943 only in the second unit. Figures for 1939 in the latter and for 1939 and 1943 in the third unit were not available.

TABLE LXXXVIII.

Factory number	Year	Number of workers.	Total number of man-days	Number of man-days lost	Percentage of absenteeism
1	1939	1,184	63,936	1,677	2·6
	1943	1,146	1,13,454	4,714	4·2
2	1943	630	80,640	596	0·7

Absenteeism varies from factory to factiry, due to illness and social ceremonies.

A study into the causes for leave granted in 1943 in one unit reveals that sickness is the main cause and accounts for nearly one-third of the total leave. Other causes are given in the table below :—

TABLE LXXXIX.

Serial number	Causes	Number of days for which leave sanctioned	Percentage
1	.. Marriage	.. 110	14·1
2	.. Sickness—		
	Own	.. 168	21·5
	Family's	.. 89	11·4
		257	32·9
3	.. Death	.. 63	8·0
4	.. House repairs & construction	.. 84	10·7
5	.. Land	.. 17	2·2
6	.. Miscellaneous	.. 251	32·1
	Total	.. 82	100·0

Standing Orders.

There are no standing orders in any unit. One unit has merely laid down a few rules in respect of the termination of services.

Recruitment and Labour Officer.

Recruitment is done directly by the management from amongst those offering themselves at the gate, relatives and friends of existing workers being given preference. The old workers (where they are discharged at the end of the season) are informed through their mates. The appointment of the technical personnel is made by the management after taking into consideration the recommendation of the departmental heads. None of the sampled units has any labour officer or works committee and the grievances are normally heard by the heads of departments or the manager.

Wages and Earnings.

The following table gives the increase in basic wages of the different kinds of workers since 1939 :—

TABLE XC.

Class of labour	Factory No. 1	Factory No. 2	Factory No. 3
Unskilled	7%	No change in basic wage rates.	9 to 12 %
Semi-skilled	·6%		25%
Skilled	3 to 10%		43%

While one factory does not employ contract labour, the second does so on different jobs. At the third factory, contract labour is paid about 10 per cent. less than labour directly employed on similar occupations.

Wages are fixed on the basis of the nature and type of work, experience and training of the worker and the rates prevailing in the neighbourhood.

Dearness allowance is being paid since March 1940 in one factory and January 1941 in another. The present rates are as follows :—

TABLE XCI.

Those getting	Factory No. 1	Factory No. 2	Factory No. 3
	per rupee of basic pay	per rupee of basic pay	of basic pay
Up to Rs. 12	Rs. A. P.	Rs. A. P.	50%
Rs. 13	0 10 0	0 8 0	45%
Rs. 14 to 15			40%
Rs. 16 to 25	0 9 0	0 8 0	40%
Rs. 26 to 35	0 8 0	0 7 0	40%
Rs. 36 to 50	0 7 0	0 6 0	40%
Rs. 51 to 100	0 6 0	0 5 0	40%
Rs. 101 to 150	0 5 0	0 4 0	40%

The third unit paid bonus varying from 15 days' to 1½ months' wages in the year 1941-42 and 15 days' to 2½ months' wages in 1942-43 and 1943-44, according to the number of seasons the worker had been with the firm. Those who had worked for 5 seasons got the maximum of 2½ months' bonus. The first unit gave a bonus of 2 months' salary to its permanent staff and one month's salary to its temporary staff in 1943. It gives one week's pay in lieu of leave to its seasonal workers. The second unit gives one month's wages as bonus every year to its workers. Both bonus and dearness allowance are considered temporary for the duration of the war. In addition, one factory gives an off season allowance of 10 per cent. of pay to all unskilled workers and 25 per cent. to skilled workers. Of the three sampled factories, one gives travelling and food allowance during the journey to all workers joining service and another pays railway fare and food charges to some workers. Needless to say that these advances are deducted from wages.

Overtime work and Deductions.—According to the replies of the employers, overtime work is not normally done except in cases of serious breakdown, when rules laid down in the Factories Act (1934) regarding the payment and calculation of overtime allowances are followed. Proper registers showing overtime done by each individual operative are kept by one factory while in others record is made as and when overtime is done. My investigations however showed that overtime work is done and paid for in the form of compensatory leave on the subsequent day for the same duration. Some of the workers have been found doing work continuously for long hours extending in certain cases to 16.

Fines.—Fines are not imposed in any of the sampled units. But workers are by way of punishment suspended for a maximum of 10 days at one of the factories and a similar practice to a smaller extent is followed in other factories.

Wage Period and Close Days.—Wage period in all factories is the calender month except in one where 50 daily rated coolies are paid fortnightly. Wages are paid within 7 days of the wage period in all the factories under enquiry. In the off season, all workers get Sundays off and, in one factory, Saturday afternoon too. In season, the day shift alone gets a weekly holiday on Sundays and others get a day off by rotation in a fortnight.

Analysis of Wages and Earnings.

Out of 2,555 workers in the sampled units, wage data in respect of 1,961 workers were collected as they had worked the maximum number of days in January 1945. This represents a sample of 76.7 per cent. All workers were male and were time-rated. The basic wages of the largest number of workers (65.2 per cent.) were in the group ' 6 As. but less than 8 Annas ' and as many as 93.7 per cent. workers, according to my enquiry, get less than 12 annas per day. The following table gives other details about basic wages excluding allowances.

TABLE XCII.

Wage groups	Number of workers	Percentage to the total	Remarks.
4 As. but less than 6 As.	486	19·0	
6 As. but less than 8 As.	1,666	65·2	mode
8 As. but less than 10 As	169	6·6	
10 As. but less than 12 As.	74	2·9	
12 As. but less than 14 As.	28	1·1	
14 As. but less than Re. 1	17	0·7	
Re. 1 but less Rs. 1/2	14	0·6	
Re. 1/2 but less than Rs. 1/4	14	0·6	
Rs. 1/4 but less than Rs. 1/8	25	0·9	
Rs. 1/8 but less than Rs. 1/12	12	0·5	
Rs. 1/12 but less than Rs. 2	6	0·2	
Over Rs. 2	14	1·7	
Total ..	2,555	100·0	

In respect of wages, the model lies in the group ' 6 As. but less than 8 As.' comprising 65.2 per cent. of workers. The net earnings of the workers including allowances and overtime wages are mostly in the group ' 8 As. but less than 12 As.' which covers as many as 86.6 per cent. workers. 91.9 per cent. of the workers draw less than Re. 1. Only a very small percentage of workers, particularly in the more technical branches or skilled occupations, draw over Rs. 2-8-0. The following table gives other details about the net earnings.

TABLE XCIII.

Earning groups	No. of workers	Percentage of workers	Remarks.
Less than 8 As.	11	0·4	
8 As. but less than 12 As.	2,212	86·6	Mode
12 As. but less than Re. 1	125	4·9	
Re. 1 but less than Rs. 1/4	65	2·5	
Rs. 1/4 but less than Rs. 1/8	28	1·1	
Rs. 1/8 but less than Rs. 1/12..	23	0·9	
Rs. 1/12 but less than Rs. 2	20	0·8	
Rs. 2 but less than Rs. 2/4	15	0·6	
Rs. 2/4 but less than Rs. 2/8	10	0·4	
Over Rs. 2/8	46	1·8	
Total ..	2,555	100·0	

Working Conditions.

There are four shifts in all the factories of which three shifts of 8 hours each are worked in the manufacturing section and one day shift varying from 9½ to 10 hours is worked in the engineering section. The following table gives the necessary details.

TABLE XCIV.

Serial number of Factory.	1st shift	2nd shift	3rd shift	Day shift
1 ..	7 a.m. to 3 p.m.	3 p.m. to 11 p.m.	11 p.m. to 7 a.m.	7 a.m. to 1 p.m. 3 p.m. to 7 p.m.
2 ..	8 a.m. to 4 p.m.	4 p.m. to 12 midnight	12 midnight to 8 a.m.	7 a.m. to 12-30 p.m. 1 p.m. to 5 p.m.
3 ..	9 a.m. to 5 p.m.	5 p.m. to 1 a.m.	1 a.m. to 9 a.m.	6 a.m. to 12 noon 2 p.m. to 6 p.m.

Ventilation and lighting are generally good. Wherever natural light is insufficient, artificial light has been provided. Exhaust fans are conspicuous by their absence. However, there is no congestion in any of the units.

Drainage was satisfactory only in one factory. In others, drains were uncovered and at places blocked up, with the result that water overflowed. As the cane carrier section was without roof in a number of factories, the workers were exposed to sun and rain.

Rest shelter was provided only in one unit where it has an area of 4,500 square feet. There were no chairs and benches and the floor was covered with straw to enable workers to sleep

Welfare Activities.

Latrines and urinals in the sampled units were sufficient but they were not kept in a proper sanitary condition.

Educational facilities to the children of the workpeople are provided in only one factory which runs a primary school. The other factories have no schools of their own but there are public schools in the vicinity.

Canteens are not provided by the managements. Facilities however exist outside the factory premises for the purchase of tea and light refreshments at market rates. Two sampled units maintain grain shops for the supply of wheat, *dal*, rice, etc., at controlled prices.

Medical facilities.—All the sampled factories have dispensaries for the benefit of their workers. One factory has in addition got arrangements for indoor patients. The strength of the medical staff and their emoluments are given below.

TABLE XCV.

Serial Number of factory	Staff	Qualifications	Emoluments including allowances (Rs.)	No. of cases.
1 ..	1 Doctor 1 Helper	L.M.P.	82/8	Season—60 Off season—25
..	1 Doctor 1 Compounder	L.M.P.	111/9	5
3 ..	1 Doctor 1 Compounder 1 Dresser	L.M.P.	Not available	40

The system of medicine in all dispensaries is allopathic. One factory employs a part-time doctor and at others the doctors are allowed private practice.

The most prevalent diseases are malaria, kalazar, hookworm, and dyspepsia. Some of the stomach troubles may be due to the fact that workers get 2 hours' interval for meals and run back from their homes to the factory. One of the doctors was of opinion that the interval should either be longer or refreshment should be provided at the factory. Not many cases of venereal diseases are reported and, according to one doctor, there were only two cases during 5 years in his dispensary.

According to the employers, there are no occupational diseases in the sugar factories. Workers are neither examined before employment nor at subsequent periodical intervals.

A large percentage of workers is however addicted to toddy-drinking, and tobacco and *pan* chewing.

Trade Unions and Strikes.

At present, there is no trade union in existence in any of the sampled units. A half-hearted attempt was made to set up a union in one of the factories but it failed.

One strike took place in one unit in February 1945 and lasted for only six hours. The workers demanded an off-season allowance and a bonus equivalent to one month's wages. They were given neither but the dearness allowance was increased with a retrospective effect from 1st January 1945.

Safety Acts.

All the factories are said to observe the provisions of the Factories Act, the Payment of Wages Act, the Electricity Act and the Workmen's Compensation Act.

Factory inspection has not been as frequent as it should be. The three factories among themselves had only 27 inspections in 10 years. One of the factories has had only 6 in 10 years. It did not have any inspection for two consecutive seasons in 1940-41 and 1941-42.

The factory inspectors have generally confined their attention to fencing of machinery and railing of ladders and platforms. The failure to display notices for dates of payment of wages and abstracts of various Acts and insanitary conditions of factories have also been pointed out. One factory was asked to build urinals and the other to keep an overtime register. The provisions regarding maximum hours of work laid down in the Factories Act have often been violated and my investigating staff heard several complaints on this score.

Accidents.

There have not been many accidents in any of the units. In one, there was a minor accident in which a compensation of Rs. 11-15-0 was paid. In another unit, there was one accident and compensation amounting to Rs. 7-2-3 was paid.

Provident Fund, etc.

Provident fund benefits exist in all the concerns but gratuities or pensions are not paid. The following table summarises the provident fund rules.

TABLE XCVI.

Serial no. of factory	Membership	Subscription		Interest	Investment of funds	Payment.
		Member	Employers			
1	All workers getting Rs.25 or more per month with the recommendation of the management.	5% of basic pay	Same	5% per annum paid half-yearly.	As the company likes.	Dismissal or resignation after less than 3 years' service—own contribution plus interest on it. In the event of death, insanity or resignation after more than years' service—full amount.
2	All permanent workers getting Rs. 25 or more per month. Compulsory for such workers who joined after 1-7-22.	6¼% of basic pay. A further 6¼% permitted by the management.	Equal, *i.e.*, 6¼% or, if they so wish, more.	According to income of the fund.	Trustee securities	Dismissal and resignation after less than 5 years' service—own contribution and interest on it. Over 5 years' service—own contribution and interest on it and 1/20th of the company's contribution and interest on it for every completed year of service.
3	Permanent workers ..	6¼% of baesic pay	Same	According to income of the fund.	Trustee securities	Full amount in the event of death or more than 5 years' service. Dismissal or less than 5 years' service—own contribution and interest on it.

Civil Condition.

An enquiry into the civil condition of sugar factory workers at Darbhanga was conducted on a random sample of 490 workers. 419 of them were Hindus and 71 Muslims.

Literacy.—66 persons only (or 13.5 per cent. of the total) were literate.

Marital Condition and Dependancy.—464 or 94.7 per cent. workers were married. The majority of them had dependants to support and the following table shows the number of their dependants.

TABLE XCVII.

Number of dependants	Number of workers	Percentage of workers in different groups
Nil	4	0·8
1—2 dependants	73	14·9
3—4 „	165	33·7
5—6 „	173	35·3
7 dependants and over	75	15·3
Total ..	490	100·0

The model group is with '5 to 6 dependants' though the other group '3-4 dependants' is equally large. The total number of dependants supported by 486 workers was 2,207, giving an average of 4.5 dependants per worker.

Indebtedness.

The percentage frequency of the indebted workers according to the number of dependants supported by them is seen to increase as the number of dependants increases. The following table is instructive in this connection.

TABLE XCVIII.

Showing indebtedness of workers according to the number of dependants supported by them.

No. of dependants.	Number of indebted workers	Amount of debt	Average amount of debt per indebted worker	Percentage of indebted workers to total in different groups.
		Rs.	Rs.	
Nil	1	200	200	25
1—2 dependants	54	17,455	323	74
3—4 „	137	18,558	135	83
5—6 „	159	26,506	167	92
Over 7 „	73	14,367	197	97
Total	424	77,086	182	86·5

The *per capita* indebtedness is Rs. 182. 26.7 per cent. were indebted to the extent of Rs. 50 or less and another 25 per cent. had debt between Rs. 51 and Rs. 100. The maximum limit of indebtedness of 28.5 per cent. of indebted workers in the group of Rs. 101 to Rs. 200 was a little above the *per capita*

figure. It appears that *per capita* indebtedness has been pulled up considerably by the relatively heavy indebtedness of almost one-fifth of indebted workers as is shown below.

TABLE XCIX.

Extent of indebtedness.	Number of persons.	Percentage to the total.
Total no. of persons in debt	424	86·5
Free from debt	66	13·5
Upto Rs. 50	113	26·7
Between Rs. 51 and 100	106	25·0
Between Rs. 10 and 1200	121	28·5
Debt over Rs. 200	84	19·8

Causes of Indebtedness.—Marriages account for the largest burden of debt. 38.1 per cent. of loans and 39 per cent. of total debt are due to marriages. Domestic needs come next in importance and account for 35.3 per cent. of loans and 29.2 per cent. of debt. The percentage indebtedness on death is 17. Altogether, 424 persons had taken 512 loans.

The following table shows indebtedness under different causes.

TABLE C.

Causes of debt.	No. of loans.	Percentage of all loans.	Amount of debt.	Percentage to total debt.	Average amount of debt.
			(Rs.)		(Rs.)
Marriage	195	38·1	30,073	39·0	154
Sickness	8	1·6	765	1·0	96
Death	87	17·0	10,265	13·3	118
Litigation	6	1·2	2,216	2·9	369
Purchase of land and cattle ..	20	3·9	8,170	10·6	409
Domestic needs	181	35·3	22,510	29·2	124
Miscellaneous	3	0·6	290	0·4	97
Ancestral	12	2·3	2,800	3·6	233
All causes	512	100·00	77,086	100·0	151

Thought a fairly large percentage of workers in the sugar factories are agriculturists and are connected with land in way or another, the percentage of debt on productive purposes such as purchase of land and cattle is remarkably small. The percentage of debt due to litigation is not very high, but the

burden is rather heavy on those who have incurred it. Six loans of an average of Rs 369 have been taken.

Rate of Interest and Agency for Loans.—The main agency for these loans is the village mahajan. The Pathan moneylenders are not uncommon. The burden of interest charges is fairly heavy as 66.2 per cent. of the total debt has been taken at rates varying between 18¾ and 37½ per cent. Only 17½ per cent. of debt was free of interest and was taken from friends, relatives or employers.

The following table gives the burden of interest charges of the loans.

TABLE CI.

Rate of interest.	Amount of debt. Rs.	Percentage to total.
Free of interest	13,540	17·6
Upto 6¼%	1,150	1·5
From 6¼ to 12½%	5,175	6·7
From 12½ to 18¾%	2,550	3·3
From 18¾ to 37½%	51,075	66·2
Over 37½%	3,596	4·7

Housing.

The three sampled factories housed 10, 12 and 23 per cent. of the workers respectively. A very large percentage of them is housed in thatched huts, which provide very poor shelter against sun and rain. The other kind of houses are generally single-room tenements built of bamboo walls, covered with mud plaster and thatched roofs. There are some *pucca* barracks to serve as family quarters, mostly for the permanent employees in the factories.

The enquiry into housing at Darbhanga covered 344 dwellings, ¾th of which were single-roomed. The following table gives the distribution of dwellings according to size.

TABLE CII.

Size.	No. of dwellings.	Percentage to total
One room dwellings	259	75·3
Two room dwellings	77	22·4
Three room dwellings	4	1·1
Four room dwellings	2	0·6
Five room dwellings	2	0·6
Total ..	344	100·0

The average density was 4 per room of an average area of 137 square feet, but density in one room dwellings was 5 persons per room. The following table gives the density of occupancy in the dwellings of various sizes.

TABLE CIII.

Size.	No. of dwellings.	No. of rooms.	No. of occupants.	Density of occupancy.
One room	259	259	1,293	5·0
Two rooms	77	154	408	2·7
Three rooms	4	12	24	2·0
Four rooms	2	8	26	3·2
Five rooms	2	10	7	0·7
Total ..	344	443	1,758	4·0

The percentage of occupants in one-room dwellings was 73.6 against 58.5 per cent. of the total number of rooms comprised in them. The percentage of occupants was smaller than the percentage of rooms in dwellings of larger size.

TABLE CIV.

Size.	Percentage of habitable rooms to total rooms.	Percentage of occupants to total number of occupants.
One room	58·5	73·6
Two rooms	34·8	23·2
Three rooms	2·7	1·3
Four rooms	1·8	1·5
Five rooms	2·2	0·4
Total ..	100·0	100·0

The amenities, which go to relieve congestion in living rooms and which contribute to elementary comforts of life, are very inadequate. It will be seen that subsidiary rooms are extremely rare. 5.7 per cent. only of one room dwellings and 18.1 per cent. of two room dwellings had subsidiary rooms. The position in respect of verandahs and courtyards was, however, slightly better. Nearly 25 per cent. of the dwellings were in possession of them. 91.1 per cent. of one room dwellings and 70.1 per cent. of two room dwellings were without kitchens. The living rooms were being used as kitchens as well.

The following table shows the distribution of these amenities in the dwellings surveyed by my investigating staff :—

TABLE CV.

Dwellings	Subsidiary			Verandahs			Courtyards			Kitchens		
	No. of rooms.	No. of Dwellings		Dwellings with	Dwellings without		Dwellings with	Dwellings without		Dwellings With	Dwellings without	
		No.	%		No.	%		No.	%		No.	%
All dwellings ..	55	43	12·5	81	263	76·5	92	252	73·3	46	298	86·6
On room ..	16	15	5·8	69	190	73·3	61	198	76·4	12	247	95·3
Two rooms ..	19	14	18·2	10	67	87·0	28	49	63·6	23	54	70·1

Bath rooms were conspicuous by their absence. Independent latrines were found only in 15.7 per cent. of dwellings. In respect of water supply, drainage and ventilation, the position in a great majority of cases was extremely unsatisfactory. Similarly, the majority of households were using oil for lighting purposes. The following table shows the distribution of these amenities in the dwellings under survey.

TABLE CVI.

	Bath rooms			Latrines			Water supply			Electricity			Drainage			Ventilation		
	With	Without		With	Without		With	Without		With	Without		Satisfactory.	Unsatisfactory		Satisfactory.	Unsatisfactory	
		No.	%		No.	%		No.	%		No.	%		No.	%		No.	%
All dwellings	4	340	98·8	54	290	84·3	2	342	99·4	35	308	86·6	4	340	98·8	30	314	91·3
One room	..	259	100·0	44	215	78·1	..	259	100·0	27	232	80·3	..	259	100·0	26	233	80·7
Two rooms	2	75	97·4	8	71	92·2	..	77	100·0	6	71	92·2	2	75	97·4	2	75	97·4

PART IV.

VUVYUR, SAMALKOT AND NELLIKUPAM.

(Southern India).

Employment.

Three sugar factories in Vuvyur, Samalkot and Nellikupam were selected for an *ad hoc* survey of labour conditions in Southern India. One of these is a seasonal factory and the other two are perennial factories. The seasonal factory works roughly from December to April every year and, except the permanent employees and the supervisory staff, all others are discharged after the cane crushing season is over. The other two factories manufacture confectionery and alcohol. Figures of employment for the same years in all these factories were not available. I had consequently to fall back upon 1939 in one case, 1940 in the second and 1941 in the third one.

The following tables give the figures of employment in the first unit.

TABLE CVII.

January 1940.		January 1944.		January 1945.	
Piece-rated.	Time-rated.	Piece-rated.	Time-rated.	Piece-rated.	Time-rated.
Nil	723	*Nil*	814	*Nil*	804

No women or boys below 18 are employed in this factory. All workers are on monthly rate and no piece-rate system prevails. All workers are paid and employed directly by the Company and there is no contract labour at all.

The details of employment in the second unit are as follows :—

TABLE CVIII.

	August 1939.	January 1944.	January 1945.
Total	688	675	1,059
Piece-rate workers	48	37	34
Time-rate workers	640	638	1,025

The great increase in employment in January 1945 is due to the fact that one unit which manufactured sugar from palmyra jaggery only switched on to cane last year. The cane mill construction was completed late in January 1944 and work was begun in February 1944 with an additional 204 casual coolies. This year the season began in December and the factory employed 315 casual labourers in addition to the 744 regular workers. As can be seen from the above table, the number of piece-rate workers is very small (70 per cent. in 1939, 5.5 per cent. in 1944 and only 3.2 per cent. in 1945). All labour is employed and paid directly by the company and there is no contract labour at all. The factory employs only 7 women and no children.

The statistics of employment in the third unit are as follows :—

TABLE CIX.

	January 1941.	January 1944.	January 1945.
Total	1,804	1,766	1,839
Piece-rate	*Nil*	*Nil*	61
Time-rate	1,804	1,766	1,778

The number of piece-rate workers is very small in this factory as well.

Length of Service.—Two units do not maintain any service registers and hence it was not possible to get any data regarding length of service for their workers. The following figures relate to the length of service in the third unit.

TABLE CX.

Those between 0 and 1 year of service	337
Those between 1 and 5 years of service	352
Those between 5 and 10 years of service . ..	263
Those over 10 years of service..	814
Total ..	1,766

Permanent and Temporary Workers.—In all the three factories, workers are classified as permanent and temporary. In one unit, all workers recruited for the season are considered as temporary. Those that are retained in the off season are regarded as permanent, and are eligible for 6 days' sick leave and 9 days' privilege leave in a year. Temporary workers get one day's leave with pay for every month's service put in, subject to a maximum of 7 days in the year. The services of temporary workers are terminable without notice while one month's notice on either side is required in the case of permanent workers Two of the sampled units are under the same management and the basis of classification, as well as the privileges enjoyed by each class, are the same in both. A permanent worker is defined as follows in these two units :—

"A permanent or regular worker is one whose name appears on the factory roll of regular workers which includes the names of such workers as have worked for two years continuously or in the case of seasonal workers as have worked for 24 months during the previous five consecutive years ". All others are temporary or casual workers. Permanent or regular workers are entitled to the following benefits :—

(1) Though no guarantee of work at any time is offered to any worker, the regular workers have prior claim to whatever suitable employment is available over the temporary and casual workers, consistent with efficiency. When the work available is insufficient for all regular workers, those on the regular workers' job will go on rotation.

(2) Six holidays with pay in one unit and 8 days in the other unit per year.

(3) Seven days' sick leave with pay or 14 days with half pay per annum.

(4) Six days' privilege leave with pay and 8 days in another unit per annum.

(5) Free medical treatment for workers in one unit and for workers and their families in the other unit.

(6) A fortnight's (for daily rated) and one month's (for monthly rated) notice of termination of service.

(7) Right to borrow from the co-operative credit society and credit at employees' stores.

(8) Gratuity under certain conditions.

(9) In recruitment, as far as possible, preference is given to sons of regular workers who have died or left the service of the factories.

(10) Right to join the provident fund, provided they are monthly rated and draw Rs. 30 or more and are not on probation.

TABLE CXI.

Showing the number of permanent and temporary workers in three sampled factories.

Serial No. of factory.	Permanent (1)	Temporary (2)	Total (3)	Percentage of (1) to (3)	Percentage of (2) to (3)
1.	101	703	804	12·6	87·4
2.	607	452	1,059	57·3	42·7
3.	1,241	598	1,839	67·5	32·5

Apprenticeship.—At present there are no apprentices in any of these three factories. In one unit, apprentices were taken first on an unpaid basis and were paid some remuneration, as and when they acquired some skill. The period of apprenticeship extended from 3 to 12 months, depending upon the ability of the apprentice. But there are no apprentices at present in this unit.

Promotion.—In one unit, there is no regular system of graded or time scale promotion. Promotion depends on the financial position of the factory and the willingness of the employer. As such there is no uniformity or system in these increments which depend upon the relations of the particular worker with the head of his department and the proprietor. Cases are considered by the management only when they are recommended by the departmental heads. In two other units there are graded jobs for regular workers. The different jobs are placed under different categories. If necessary, each category is sub-divided into grades. A minimum wage and a maximum wage is fixed for each grade or category, as the case may be. A worker normally starts at the minimum wage of the lowest grade of a particular category and works his way up. Between the minimum and maximum of his grade, the worker receives automatically every two years an increment of ½ anna per day in his wages irrespective of any special skill or aptitude shown. This automatic biennial increment recognises 'service' as such. But, once he reaches the maximum of his grade, he remains there for the rest of his service unless promoted.

In addition to these automatic biennial increments, promotions from one grade to a higher one or from a lower paid category to a higher paid one are possible, provided a vacancy arises or an increased number of workers is required in the higher grade or category. All promotions are confirmed retrospectively after a trial of two months. Increments and promotions recognise and reward skill and aptitude shown.

Labour Turnover.

No comparable figures of labour turnover are available as it was not possible to get them for the same period in all the 3 factories. The following table shows the percentage of labour turnover in the sampled factories.

TABLE CXII.

	Factory No. 1	Factory No. 2.	Factory No. 3.
1939	..	2·2	..
1940	7·9	..	..
1941	..	..	1·4
1943	..	2·1	..
1944	13·4	..	3·8

Apart from retirement, labour turnover is said to be due to ill health or a calamity in the family, or even inducement of higher wages in other concerns.

Absenteeism.

As it was not possible to calculate absenteeism for any complete year, attempts were made to collect data for one month in each year. Table CXIII shows percentage of absenteeism of the workers on roll in two factories.

TABLE CXIII.

Month and year.	Factory No. 1.	Factory No. 2.
Feb. 1940	5·22	..
Jan. 1942	..	10·20
Jan. 1944	6·75	8·49

Absenteeism is generally greater during the earlier months of the season which is the harvest period. Other causes are ill health, religious festivals, etc. The manager of the third factory says that absenteeism is not a serious problem and normally not more than 2 or 3 per cent. workers are absent without leave. A considerably large number does apply for leave on loss of pay when their privilege leave is exhausted and this is granted whenever conditions permit.

Standing Orders.

There are no regular standing orders governing the relationship between workers and employers in one sampled unit. There is instead an agreement which both parties sign. It simply lays down that the employee should obey the rules and orders of the management. It also empowers the employer to dispense with the services of a worker without any notice.

The other two factories are under the same management and have the same standing orders dealing with recruitment, medical examination, hours of attendance, shift system, entrance, search, late attendance, leave of absence, absence without leave, festival holidays, privilege leave, sick leave, wages, deductions from wages, termination of service, retrenchment, reprimands, submission and investigation of petitions, penalty for misconduct, rules regarding dispensary, gratuity, provident fund, break in service, etc., etc.

Labour Officers.

One unit has no labour officer. The general manager himself looks into the grievances of workers. The other two sampled units are under one management and have a labour officer at the headquarters (Madras). He regularly visits these factories and acts as a liaison between the employers and the employees.

Wages and Earnings.

Of 3,255 workers, wage data of 2,416 or 74.2 per cent. workers who had put in the maximum number of days in December 1944, were collected from

all the three sampled units. The frequency table of the basic wages earned by the workers has been prepared and it appears that as many as 37.6 per cent workers earn between 6 and 8 annas and 39.6 per cent. between 8 and 10 annas per day. Both the median and mode lie in the group '8 annas but less than 10 annas'. Other details of the basic wages are as follows :—

TABLE CXIV.

Wage groups.	Number of workers.	Percentage to the total.
4 As. but less than 6 As.	33	1·4
6 As. but less than 8 As.	899	37·2
8 As. but less than 10 As.	956	39·6 Median & Mode.
10 As. but less than 12 As.	213	8·8
12 As. but less than 14 As.	195	8·1
14 As. but less than Re. 1	53	2·2
Re. 1-0-0 but less than Rs. 1-2-0	15	0·6
Rs. 1-2-0 but less than Rs. 1-4-0	14	0·6
Rs. 1-4-0 but less than Rs. 1-8-0	17	0·7
Rs. 1-8-0 but less than 1-12-0 Rs.	5	0·2
Rs. 1-12-0 but less than Rs. 2-0-0	6	0·2
Over Rs. 2-0-0	10	0·4
	2,416	100·0

Barring 7 women, the rest of the workers were all adult males, 35 workers in one factory were on piece wages and were earning between 14 annas and Re. 1 per day as basic wages. The rest of 2,381 workers were all time-rated.

The frequency table of earnings inclusive of dearness allowance and overtime pay given below shows that as many as 1,380, out of 2,416 or 57.1 per cent. workers earn between Re. 1 and Rs. 1-4-0 per day. Both the median and mode lie in this group. The earnings between 8 As. and Rs. 1-8-0 cover 96.4 per cent. of the total sample and hardly 0.8 per cent. workers earn more than Rs. 2 per day. Other details about net earnings per day are given below :—

TABLE CXV.

Earning groups.	Number of workers.	Percentage to the total.
8 As. but less than 12 As.	644	26·6
12 As. but less than Re. 1	54	2·2
Re. 1 but less than Rs. 1-4-0	1,380	57·1 Median & Mode.
Rs. 1-4-0 but less than Rs. 1-8-0	254	10·5
Rs. 1-8-0 but less than Rs. 1-12-0	40	1·7
Rs. 1-12-0 but less than Rs. 2-0-0	26	1·1
Rs. 2-0-0 but less than Rs. 2-4-0	13	0·5
Rs. 2-4-0 but less than Rs. 2-8-0	2	0·1
Over Rs. 2-8 0	4	0·2
Total	2,416	100·0

35 workers who were on piece wages earned on an average between Rs. 1-8-0 and 1-12-0 per day.

Principles determining the fixation of Wage Rates.—In one concern the heads of departments determine the wage to be paid to a worker taking into consideration his skill and experience. In the other two concerns under the same management, wages are said to be fixed in accordance with certain principles, which take into account the capacity of the industry to pay on the one hand and a number of other factors on the supply side.*

Dearness Allowance.—At present, dearness allowance is paid in all the 3 factories under reference, but the dates of first payment as well as its amount are not the same. One factory started paying dearness allowance only in 1942 (season) at the rate of Re. 1 to those getting below Rs. 30 per month. Later, in the off-season (October 1942), it was raised to Rs. 2 and since January 1944 the rates are as follows :—

Rs. 5 for those getting Rs. 20 and below.
Rs. 4 for those getting between Rs. 21 and 30.
Rs. 3 for those getting between Rs. 31 and 50.

For workers drawing above Rs. 50, no dearness allowance is paid. Considering that basic wages are not increased and the fact that cost of living has gone up considerably, the dearness allowance paid in this factory cannot be said to be satisfactory.

The other two concerns pay dearness allowance, based on the cost of living index number maintained by the Government of Madras. The first payment in one of them was in August 1940 starting with Re. 1 and in the other in May 1940, also starting at Re. 1. The present rate (January 1945) of dearness allowance in both is Rs. 16|6|-. For every rise of one point in the cost of living index, an increase of annas 2 is given in dearness allowance.

Overtime Work.—In none of these factories is overtime work compulsory. In one, overtime work is paid for at 1-1|2 times the normal rate. In another concern, overtime work is not paid for but a compensatory holiday is given in lieu thereof. In the third unit, overtime is very rarely done and, when done, is paid for at 1-1|2 times the usual rate. In none of these factories are any overtime registers maintained.

Deductions.—The only deductions made from wages in these factories are for absence and recovery of advances given to workers.

Fine Fund.—In two units there are fine funds, the amount outstanding in them being Rs. 33|5|6 and Rs. 5|4|6. The general managers are in charge of these funds and use them for the medical relief of workers. No fines are levied in the third unit.

Periods of Wage Payment.—In one concern, all workers are on a monthly basis and the wages for the month are paid before the 7th of the succeeding month. In two other units, workers on daily rate are paid on the 7th and 22nd of every month. The wage period is 15 days in this case. The monthly rated workers are paid before the 7th of the succeeding month. Casual workers are paid daily.

Working Conditions.

Off-Day.—In one unit, all Sundays are regular holidays in the off-season. During the season, the shift workers get one day off for every 13 days worked. In the remaining two units, all monthly paid workers get one day's leave every week and the shift workers get one day off every 13th day.

In all the 3 sampled factories, some are day workers while others are shift workers. The number of hours of work for the day workers in all these is 9 per day or 54 per week. The number of hours of work for the shift workers is 8 per day or 56 per week.

* For details *Vide* " Summary and Conclusions."

The working hours for the day workers are from 8 a.m. to 6-30 p.m. with an interval of 1-1|2 hours in the afternoon (between 12-30 p.m. and 2 p.m. in one ; and from 1 p.m. to 2-30 p.m. in the case of the other two factories). The total spreadover for dayshift workers is 10-1|2 hours.

The hours of work for the shift workers in the 1st unit are as follows :—

I Shift-10 A.M. to 6 P.M.
II Shift-6 P.M. to 2 A.M.
III Shift-2 A.M. to 10 A.M.
} Weekly change in shifts.

In the other two, the working hours for shift workers are as follows :—

I Shift-7 A.M. to 3 P.M.
II Shift-3 P.M. to 11 P.M.
III Shift-11 P.M. to 7 A.M.
} Weekly inter change.

In one factory, the buildings are new and designed for the purpose they are now serving. The roofing is of corrugated iron sheets and lighting and ventilation are satisfactory. The flooring throughout is cemented, except in the mill house where it is uneven and slightly broken. The factory premises, including drains, are regularly cleaned. But no fans are provided even in places where the workers are subject to too much heat as for example near the vacuum boiler pans. The second factory is housed in old buildings. The cane mill, which is newly built, has no side walls and is exposed to rain showers from the sides. The flooring in the Jaggery boiler section is badly worn out and likely to cause injury to workers. The floor in the bag washing section is slippery and sticky. The wooden ladders leading to over-head shafts are very narrow, almost vertical and hence most inconvenient. Some workers (lime mixers) have to work for the whole day exposed to sun and rain and no shade is provided for them. The workshop room is very dark and the roof low. The distillery is not well lighted or ventilated. No lights are provided in the premises with the result that much inconvenience is experienced by the night shift workers in going from place to place. The premises are kept very unclean, with heaps of bagasse and fuel everywhere. The conditions in the third factory are not satisfactory. It is intolerably hot in some sections. In the distillery, the still room is congested and hot. In the Co_2 H. Department, the ' purifier ' are not given either gloves or goggles or foot wear. Flooring in several places is damp, dirty and uneven. At the cylinder testing place, there are big windows without doors with the result that water splashes in in the rainy season.

Civil Condition.

Religion and Literacy.—Of the total number of workers employed in the sampled units, 347 or roughly 10 per cent. were selected at random for detailed enquiries. The following table gives the distribution of these 347 samples according to religion.

TABLE CXVI.

Religion	Number of workers.	Percentage to the total.
Hindus	322	92·8
Muslims	23	6·6
Christians	2	0·6
Total ..	347	100

The majority of workers are illiterate. 165 out of 347 or 47.5 per cent. were literate, i.e., capable of reading and writing a letter in their own languages—Tamil or Telugu.

Size and composition of the family.—Of these 347 workers, only 4 were without any dependants to support. For those with dependants, the family with 5 to 6 dependants was the modal size, which is bigger than that available in the sugar workers in the U.P. and Bihar. The rigid joint family system may perhaps be responsible for this. The total number of dependants on 343 samples was 1,692, the average number of dependants per worker in the sample would thus come to 4.9. The following table shows the distribution of dependants among the workers in the sample.

TABLE CXVII.

No. of dependants.	No. of families.	Percentage to the total.
No dependant	4	1·1
1 to 2 dependants	29	8·4
3 to 4 dependants	109	31·4
5 to 6 dependants	143	41·2
7 and above	62	17·9
Total	347	100·0

Indebtedness.

Of the 347 workers, 74 per cent. were involved in debt, the average amount of debt being Rs. 141. It is, however, noticed that workers with less than 5 to 6 dependants have a smaller average and percentage of indebtedness than the general average and percentage respectively. As the number of dependants supported increases, the average amount of debt and the frequency of indebtedness tend to increase.

The following table shows the indebtedness of the sampled workers according to the number of dependants supported by them.

TABLE CXVIII.

No. of dependants.	No. of families in debt.	Percentage of families in debt to total families in each group.	Amount of debt. Rs.	Average debt per family. Rs.
No dependants	2	50·0	140	70
1 to 2 dependants	21	72·4	1720	82
3 to 4 dependants	71	65·1	9290	131
5 to 6 dependants	112	78·3	16570	148
7 and above	51	82·3	8605	169
Total ..	257	74·1	36325	141

The extent of indebtedness differs from family to family but about 55 per cent. of the samples had indebtedness of less than Rs. 100. The following table shows the distribution of indebted samples according to the amount of debt on them.

TABLE CXIX.

Indebtedness.	No. of families.	Percentage to the total.
Between Rs. 1—50	49	19·0
Between Rs. 51—100	91	35·5
Between Rs. 101—200	75	29·2
Over Rs. 200	42	16·3
Total ..	257	100·00

Causes of Indebtedness.—The most important cause of the heavy indebtedness among the workers is the inadequacy of their earnings to support their unusually large families, especially in these days of very nigh prices of foodstuffs and other necessaries of life. The result is that 34.3 per cent. of total indebtedness among the workers is due to domestic needs and 44.6 per cent. of the total number of loans have been taken for them. Marriages account for 33.8 per cent. of the total indebtedness and 28 per cent. of the total number of loans. The system of universal marriage and even polygamy (as in some castes among the Hindus in the South) coupled with the evils of dowry and social feasts is perhaps responsible for the heavy indebtedness.

At Vuyyur, where a very large number of workers are agriculturists having small holdings, productive debt incurred for the purchase of cattle and agricultural implements or land is rather common and, on the whole, it accounts for 16.4 per cent. of the total debt and 10 per cent. of the total loans.

The other details about the causes of indebtedness are given in the table below.—

TABLE CXX.

Showing analysis of the causes of indebtedness.

Causes of debt.	Number of loans taken.	Percentage of all loans.	Amount of debt.	Percentage of total debt.	Average amount of debt.
			Rs.		Rs.
Domestic needs	120	44·6	12,480	34·4	104
Marriage	77	28·6	12,275	33·7	159
Purchase of land & cattle ..	27	10·1	5,945	16·4	220
Death	20	7·4	1,965	5·4	98
Sickness	10	3·7	715	2·0	71
Ancestral	7	2·6	1,970	5·4	281
Miscellaneous	6	2·2	550	1·5	88
Litigation	2	0·8	450	1·2	225
Total ..	269	100·0	36,325	100·0	135

Rate of interest.—The interest charged depends upon the agency for debt and the credit of the debtor. It is seen that nearly 75 per cent. of the total debt has been borrowed at interest rates varying upto 12-1|2 per cent., while 8.8 per cent. is interest free and has been taken from obliging friends and relatives. The following table shows the burden of indebtedness in terms of interest charges paid.

TABLE CXXI.

Rate of interest.	Amount of debt. Rs.	Percentage of all debts.
Free from interest	3,210	8·8
Upto 6¼%	3,080	8·5
6¼ % to 12½%	23,885	65·8
12½% to 18¾ %	3,406	9·4
18¾ % to 37½ %	2,299	6·3
Over 37½ %	445	1·2
Total ..	36,325	100·0

Welfare Activities.

The sanitary conditions are on the whole satisfactory except in one unit, where the factory buildings as well as the premises are very dirty and unclean. The latrines in this factory are stinking, whereas in the other two concerns they are well kept.

As for water supply, one unit has provided 4 Meyers pumps in the premises in addition to water kept in 4 receptacles from an overhead tank. During summer, cool water is supplied in earthen pots. The other unit has provided 3 taps for the supply of drinking water. All these taps, however, are at one place and are not within easy reach of workers in all departments. Water in receptacles is not provided in different places in the factory. In the third unit, both taps and receptacles of water are provided. Cool water from earthen pots, renewed at intervals, is made available during summer.

No bathing facilities are provided anywhere. Washing facilities consist more or less of the mere provision of water taps or pumps. The supply of washing soap, soda, towels, etc., is either not made or is negligible and most inadequate even where it is provided in one unit. Each of the three factories has got a dispensary for the workers. In one factory, workers alone are treated whereas, in the other two, workers as well as their families are treated. The diseases prevalent differ with the climate of the place in which the factory is situated. In one unit, malaria and intestinal disorders (diarrhea, dysentery, etc.) are prevalent. At another unit, scabies dysentery, diarrhoea and respiratory diseases (cold and cough), influenza, etc., are prevalent. The doctor in charge of the dispensary in one unit is an M.B.B.S., while at other units they are L.M.Ps. In the first two places, the doctors serve only part-time. In the third, the doctor is a full time employee. Their remunerations are Rs. 150, Rs. 75, and Rs. 270 per month respectively. The system of medicine in all the three dispensaries is allopathy and qualified full time compounders serve in them.

According to the expert opinion of the doctors in charge, none of the diseases these workers suffer from can be called occupational in character. Workers are medically examined before they are taken into service. Later, they are examined usually once in a year.

Canteens.—No canteen is provided by one concern. Nor is there any arrangement for the supply of tea. In the other two concerns, tea is supplied free to the workers in the 3rd shift (11 p.m. to 7 a.m.) through contractors who are paid at the rate of one anna per cup. Each worker is given one cup of tea.

Creche.—One concern employs no woman labour and has no *creche*. The other employs only 7 women. It has no *creche* either. At the third sampled factory, the *creche* is under the charge of a full time nurse, who gets Rs. 37 per month. Cloth cradles are put up for infants. Mats are spread over the floor and water pots are provided. There is also a baby welfare centre under the same nurse, supervised by the factory doctor. Expectant mothers are examined and the midwife attends them at their houses. Children aged 3 years and below attend the clinic on three days and are given a bath and a feed free of cost. The average attendance per clinic day is between 74 and 80. The average monthly expenditure on the baby welfare centre is about Rs. 100. Milk is supplied free to children.

Two units do not provide any facilities for the education of adult workers and their children. One factory provides some children with slates, books, pencils, etc.

The labour unions at Samalkot and Nellikuppam conduct night classes for the benefit of their adult workers.

Grainshops.—There is a co-operative store in one concern but, at present, it is not functioning well for lack of a reliable shop assistant. Only sugar,

rice and soap are sold. Workers rightly complain that things essentially required by them are not available. In the second unit, there is no grain shop but there is an employees' co-operative credit society which advances money upto a maximum of 100 rupees to workers, recoverable by instalments. The third factory subsidises the employees' co-operative stores with repayable loans advanced from time to time free of interest. This enables the stores to buy commodities in bulk at wholesale prices and often directly from the producers and retail them to the workers at comparatively cheap rates. At times, these loans have reached Rs. 50,000. In addition, the management gives the stores free godown space and other facilities, all of which ultimately benefit the workers. The commodities supplied are paddy, rice, *dal*, sugar, coffee seeds, tea, standard cloth, etc., and the prices are cheaper than those prevalent in the market.

Trade Unions and Strikes.

Workers in all the three sugar factories under reference have formed trade unions. In one case alone is the union recognised by the management concerned.

The Vuyyur Sugar Factory Workers' Union (registered) has a membership of 150. The monthly subscription is 2 annas. This union has not been functioning properly and effectively, partly because of the seasonal nature of the industry and partly because it was hard hit by the failure of a strike organised by it in April 1944.

The union at Samalkot was started in 1935 and registered in 1936. After the failure of the strikes organised by it in 1938-39, the union suffered a heavy loss of prestige and was almost inactive till 1944 when it was reorganised. It has now a membership of 328, out of a total number of about 700 workers. The monthly subscription is 2 annas per head. The executive committee consists of 9 members—all elected. The union has not been recognised by the employers, as it is supposed to be communist-ridden. A rival union has now come into being, aided and encouraged, as it is alleged, by interested people. Whatever be the inner politics, the simultaneous existence of two rival unions, each claiming to possess the complete allegiance of workers and to be their real representative, has definitely weakened the bargaining power of labour by dividing their ranks. As a result, the management has conveniently ignored both unions.

The union of workers at Nellikupum was registered on the 4th November 1932. Its present membership is 1,147, out of a total of about 1,700 workers. The subscription per month is one anna for every ten rupees received as wages, subject to a maximum of 2 annas per month. The union conducts literacy classes and organises meetings, etc., for educating its members and workers in general. It is recognised by the employers subject to certain conditions defining the scope of its activities, the method and procedure for representations to the management, the circumstances under which it can call the workers to strike, and the procedure for strikes, etc.

There is no works committee in any of the three sampled factories.

The years 1938-39 seem to be a period of unrest and strikes. The workers of one concern went on strike for 14 days, beginning from 26th April 1939 and ending on 9th May 1939. The strike commenced because the labour union alleged that certain demands regarding increase in wage rates, abolition of contract labour, etc., were not met by the company. 1,200 workers were involved but the factory kept running with the assistance of fresh labour. The strike was unconditionally called off by the union on the 10th May 1939.

There were two strikes and one lock-out in the second unit in 1938-39. The first strike lasted from 23rd July 1938 to 2nd August 1938. The workers

struck work when their demands for higher wages, abolition of contract labour and for the introduction of a system of gratuity to retiring workers were not met. The strike was unconditionally called off on 2nd August. However, the company later gave a general increment of 3 pies in a rupee to the workers. The union continued to agitate for the redress of the grievances and demanded an extension of leave privileges and an unemployment allowance in the off-season. It gave notice to the company and struck work on the 25th April 1939. The management was stiff in their attitude and the strike was unconditionally called off four days later. The workers became sullen and discontented and began slow-down tactics. The management dismissed 90 of them on the ground that production had fallen by 33 per cent. Later, they were reinstated but the situation did no improve. On the 10th November 1939, the management posted a notice ' advising that the services of workers in the engineering, confectionery and refinery departments were not required after 9th December 1939 as their work was unsatisfactory '. This had no effect. A lock-out was consequently declared on the 3rd December. The factory reopened on 18th January 1940 with newly recruited labour.

There was a strike for a few hours (8 a.m. to 9 p.m.) in the third concern on the 8th April 1944. During March 1944, work in the factory was stopped for a fortnight due to some repairs of machinery. The workers were promised full payment for this period. A rumour, however, was set afloat that this will not be done and the workers suddenly stopped work. However, they resumed their duties after the manager had explained and convinced them of his honesty of motives.

Labour unions at Nellikuppam, Samalkot and Ranipet formed a co-ordination committee and jointly put forth the following demands, most of which may be considered as reasonably representing the general demands of sugar factory workers :—

(1) The basic wage should be at least ten annas a day ;

(2) Dearness allowance should be increased ;

(3) Privilege and sick leave should be enhanced to 15 days with pay in both cases.

(4) The scheme of gratuity should be improved as follows :—

(a) 1|2 month's pay for every year of service upto 10 years.

(b) 3|4 month's pay for every year of service between 10 and 15 years.

(c) One month's pay for every year of service above 15 years.

(5) All workers who have put in one year's service should be made permanent and be eligible for the privileges of permanent employees.

Safety Acts, Etc.

All the three factories under reference come under the Indian Factories Act, but it does not mean that all its provisions are complied with. It is noticed that the factory inspector had to repeat his orders more than once before they were actually complied with. For example, he had to repeat his order ' regarding fencing of fly wheels and protecting moving parts of machinery ' everytime he visited these factories. One thing frequently pointed out by him is the inadequacy of the number of latrines and the dirty condition in which they are kept. Even about the necessity of displaying abstracts of notices for prevention of fire, accident, etc., the employers had to be reminded more than once.

A perusal of the dates of inspection of the factory inspector shows that he could visit the first unit only once in a year except in 1941 when there were

two visits. The frequency of the factory inspector's visits has been 2 in each year in the case of the second unit though, here also, during 1943 and 1944 there was only one visit in each year. He visited the third unit 2 times every year with a few exceptions. The long period between one visit and another may go far to explain the indifference that the employers show to his orders.

The provisions of the Electricity Act are observed in all the three factories. Required notices are displayed in various places.

The Payment of Wages Act also is complied with in all the factories. Wages are paid before the expiry of 7 days after the wage period. Registers are maintained in the prescribed forms.

Provisions of the Workmen's Compensation Act are complied with.

Two units employ a few women but, so far, no case under the Maternity Benefit Act has arisen in either, as the women workers are mostly seasonal employees.

The only action taken by the employers to acquaint the workers with the provisions of these Acts is to exhibit notices in the various forms required in different places in the factories. But this, by itself, does not and cannot go a long way in achieving the object, because most of the workers are illiterate. In many cases, the notices are put up on the walls at a height which makes it difficult for everybody to read. No cases of occupational diseases have been reported in the last 10 years.

In 1943, accidents occurred and compensation was paid, where necessary. The following table gives the number of accidents in each factory and the compensation paid.

TABLE CXXII.

Serial number of factory	Total number of accidents.	Number in which compensation was paid.	Amount of compensation.
			Rs. A. P.
1 ..	22	7	133 5 0
2 ..	33	*Nil*	*Nil*
3 ..	80	24	78 14 3
Total ..	135	31	212 3 3

General.

One unit does not have any provident fund scheme. The other two concerns are under the same management and have got a system of provident fund, details of which are as follows :—

Membership.—" All employees of the company who draw a monthly salary of Rs. 30 and above shall be members of the Provident Fund.

Contributions.—" Every member shall contribute to the fund a sum equal to seven and a half per cent. of his salary, which amount shall be deducted at the end of each month from the salary payable to him by the company to the trustees. Equal contribution will be given by the Company.

Rates of interest and investment.—" All moneys which may accrue to the fund shall after payment of the expenses of the fund be wholly invested in securities of the nature detailed under the Indian Trusts Act 1882 and payable both in respect of capital and of interest in British India.

" Each year the income derived by the fund from its investments and from other sources during the period, less expenses chargeable to the fund under rule 15, shall be apportioned among the members in proportion to the amount standing to the credit of each member in the fund at the time of apportionment.

" *Conditions of claims on employers' contributions.*

" If a member ceases to serve the company within 5 years he will get only his contribution.

" If any member shall cease to serve the company after completion of a service of 10 years but before completion of service of 20 years, he shall be entitled to receive the amount of his own contributions to the fund.....and such proportion of the company's contribution as the number of years' service bears to 20 ".

One of the sampled factories does not have any pension scheme or gratuities for its workers. The other factory has no pension scheme but gives gratuity to the workers as follows :—

" Normal gratuity is 1|3rd month's pay for every year of service between 5 and 20 years of service and 1|2 month's pay for every year of service for those having over 20 years' service.

" With effect from 1st September 1943 and so long as dearness allowance is paid the figure on which gratuity is calculated will be the monthly wages at retirement plus 1|24th of the total dearness allowance paid during the previous 12 months ".

The third unit has no pension scheme but gratuities to workers, who are not members of provident fund, are granted on retirement on the following terms :—

" 15 to 19 years' service : 10 days' pay plus dearness allowance for each year of service.

" 20 years and over : 15 days' pay plus dearness allowance for each year's service. The basis of the gratuity paid is on the highest rate of pay drawn by the worker in question over a period of 12 months. In cases of death or retirement due to certified illness or superannuation we continue to exercise our discretion and make *ex gratia* payments even though the period of 15 years to qualify for gratuity has not been completed. In such cases, the calculation is at half month's pay per year of service ".

Housing.

The survey of housing of sugar factory workers in Southern India covered three centres—Nellikuppum, Vuyyur and Samalkot. The number of dwellings visited was 280, of which 123 were located in Nellikuppum, 89 in Vuyyur and 68 in Samalkot.

The majority of the dwellings—211 or 75 per cent. of the total—were one-roomed. Another 62 or 22.2 per cent. of the total had two living rooms each.

The following table shows the distribution of dwellings according to size.

TABLE CXXIII.

Size.	Number of dwellings.	Percentage of total.
One room	210	75·0
Two rooms	62	22·1
Three rooms	7	2·5
Four rooms	1	0·4
Five rooms	..	..
Total ..	280	100·0

The 280 dwellings comprised 359 rooms and accommodated 1,524 persons of both sexes and of all ages. The average density of occupancy in all dwellings was 4.2 persons per room of an average area of 113 square feet which gives an average area of 26.9 square feet per head. The density of occupancy was highest in one-room dwellings and lowest in three-room dwellings. Table CXXIV shows the density of occupancy in dwellings according to size.

TABLE CXXIV.

Size of dwellings.	Number of dwellings.	Number of rooms.	Number of occupants.	Density of Occupancy.
One room	210	210	1,038	4·9
Two rooms	62	124	413	3·3
Three rooms	7	21	57	2·7
Four rooms	1	4	16	4·0
Five rooms	..	..	..	..
Total ..	280	359	1,524	4·2

There were nearly 10 per cent. more occupants in one-room dwellings than the percentage of rooms in such dwellings. It follows that 68.1 per cent. of all occupants (or 1,038 out of 1,524) were living 5 to a room of an average area of 113 square feet. Each person had an average of 22.6 square feet at his disposal.

The following table shows the extent to which the percentage of occupants living in the dwellings exceed the number of rooms comprised in them.

TABLE CXXV.

Size of dwellings.	Percentage of habitable rooms to the total number of rooms.	Percentage of occupants to total number of occupants.
One room	58·5	68·1
Two rooms	34·5	27·1
Three rooms	5·9	3·7
Four rooms	1·1	1·1
Five rooms	..	..
Total ..	100·0	100·0

Every three in four dwellings had verandahs in them. Subsidiary rooms were almost non-existent. Similarly, courtyards were in existence in less than 9 per cent. of the dwellings. Separate kitchens, however, existed in about 43.6 per cent. of dwellings. The following table shows the distribution of amenities in different dwellings.

TABLE CXXVI.

Dwellings.	Subsidiary rooms.			Verandahs.			Courtyards.			Kitchens.		
	No. of rooms.	No. of dwellings.		With.		Without.	With.		Without.	With.		Without.
		No.	%	No.	%		No.	%		No.	%	
All dwellings	4	4	1·4	202	72·1	78	25	8·9	255	122	43·6	158
One room	3	3	1·4	152	72·4	58	16	7·6	194	87	41·4	123
Two rooms	1	1	1·6	47	75·8	15	8	12·9	54	31	50·0	31

There is a conspicuous absence of bath rooms. The female folk use the living room for this purpose whereas the males bathe in the open. There is no electric light in any of the dwellings. The drainage is unsatisfactory. Separate water supply and latrines do not exist in a large majority of dwellings. The distribution of these amenities is shown in the table below :—

TABLE CXXVII.

	Bath rooms.			Latrines.			Water supply.			Electricity.		Drainage.		Ventilation.	
	With.		Without.	With.		Without.	With.		Without.	With.	Without.	Satisfactory.	Unsatisfactory	Satisfactory.	Unsatisfactory
				No.	%		No.	%							
All dwellings	..	..	All	33	11·5	247	7	2·5	273	*Nil*	All	..	All	12 (4·3%)	278
One room	..	..	..	33	15·7	177	6	2·9	204	*Nil*	All	..	All	7 (3·3%)	203
Two rooms	..	..	..	..	..	62	1	1·6	61	*Nil*	All	..	All	4 (6·5%)	58

PART V.

(SUMMARY AND CONCLUSIONS).

Employment.

*Of the 27 sampled units investigated at various centres in India, a very large number are a post-protection growth. The following table shows the distribution of these sampled units according to their strength in January 1944.

TABLE CXXVIII.

Strength.	No of sampled units.	Percentage to the total.
Upto 200 workers	..	..
201 to 400 workers	1	3·7
401 to 600 workers	4	14·8
601 to 800 workers	11	40·8
801 to 1000 workers	6	22·2
Over 1000 workers	5	18·5
Total ..	27	100·0

The total employment at the date of enquiry in all the sampled units was 22,631 and the average employment per factory comes to 838 workers per day. According to the foregoing table, the mode and the median lie in the group employing between 601 and 800 workers per day. The fact that factories work three shifts per day accounts for this large employment per unit.

Recruitment and re-engagement.—The workers are generally recruited at the gate through the heads of departments, viz., the Chief Chemist, the Chief Engineer, the Cane Manager or the Cane Superintendent. The supervisory and technical or other superior staff are appointed by the general manager in

*This is only a summary and does not dispense with the necessity of reading the regional reports, which may be looked up for clarification and elucidation of different points.

consultation with the managing agents or proprietors. Normally, preference is given to old hands at the commencement of the season. In the United Provinces and Bihar, the permanent hands are sometimes asked to inform the old seasonal workers of the time of commencement of work. In certain factories in Bihar, even letters are issued to the outgoing seasonal workers. In one unit in Bihar, all the seasonal workers are formally kept on the roll in the off season and are asked to rejoin at the beginning of the new season. While it may be said that the system has been working smoothly, I received complaints of bribery and corruption on the part of time-keepers and certain heads of departments in a fair number of concerns. What is surprising is that the skilled workers, more than the unskilled, are affected by it. While preference is generally given to old employees at the beginning of the season, the practice is neither strictly nor universally followed. The Khaitan Enquiry Committee thought it desirable that a certificate should be given to each worker at the close of the season that his work had been found satisfactory, and that such workers should be given preference in re-employment. The Bihar Labour Enquiry Committee suggested the classification of workers into ' permanent ' and ' temporary ' and emphasized that the non-engagement of a worker who has put in service for one season or his engagement at a lower wage should be open to disciplinary action*. They even suggested an off season allowance to the unskilled and skilled workers.

The Khaitan Enquiry Committee† did not recommend the appointment of labour officers for purposes of recruiting labour because, as they said, there were no irregularities or defects in the then prevailing system and their appointment would be an unnecessary addition to the wage bills of factories. In view of the bribery, corruption and favouritism that are prevalent in sugar factories, a labour officer would be an indispensable necessity not only for purposes of the recruitment of labour on just and equitable basis but also for organising welfare work which at present is hopelessly lacking in several units.

Permanent and Temporary Workers.—In the sugar industry, the classification of workers into ' temporary ' and ' permanent ' does not normally hold good. There is instead a division between ' seasonal ' and ' non-seasonal ' workers. In the Madras factories where the workers are classified as temporary and permanent, there is no uniform definition as, in some concerns, the seasonal workers are called temporary and those that work throughout the year are regarded as permanent, while in the other factories those that have worked for 12 months and 24 months as non-seasonal and seasonal workers respectively are regarded as permanent, the others being temporary. One factory in Bihar keeps all its employees on roll throughout the year and therefore calls them permanent provided they have put in 12 to 24 months' service. But, in the majority of cases in U.P., Bihar and Bombay, the words ' temporary ' and ' seasonal ' are normally interchangeable. The permanent employees throughout India require some notice, usually a month, before their services can be dispensed with, while temporary persons can be dismissed at short or no notice. Besides, the permanent hands are generally given casual, privilege and sick leave with pay ranging from one week to one month. This privilege is normally denied to the temporary workers except in certain factories in Bihar where even temporary hands get leave at the discretion of the management. Some employers in U.P. and Bihar grant 6 days' casual leave

*Khaitan Enquiry Committee Report, Vol. I, pages 42 and 43. Report of the Bihar Labour Enquiry Committee, Page 226.

†Vol. I. Page 43.

to temporary employees or 6 days' wages in lieu thereof at the end of the season. It is a pity that there is no uniformity in respect of leave rules to permanent and temporary workers in the various centres under enquiry. The provident fund benefits, wherever they are provided, are open to the permanent staff except in Madras where they are extended to all employees drawing Rs. 30 or more a month and in Bihar where workers drawing Rs. 25 or more can join, provided the managements agree. It is rightly pointed out that workers who have put in one year's continuous service or, in the case of seasonal factories, who have worked for one complete season should be deemed as permanent.

Seasonal and non-seasonal workers.—Most of the sugar factories are seasonal and the common practice in them is to dispense with the services of the majority of unskilled workers at the end of the season, some workers being retained for the cleaning and overhauling of machinery. The chemists and the engineering staff are permanent and are retained throughout the year, the former for the analysis of soil, syrup, cane and juice ; the latter for repairs and renewals of machinery. A certain percentage of panmen are also retained to help in repairs, while a large majority of them are sent away after the payment of a retention fee which varies from factory to factory but generally ranges between 25 and 50 per cent. of the pay. The Bihar Labour Enquiry Committee favoured the idea of paying an off season allowance to workers at varying rates*. One factory in Darbhanga actually pays 10 per cent. of the wages to unskilled and 25 per cent. to skilled employees as off season allowance but the idea of giving a retention pay to the unskilled employees does not seem to find general favour with the employers. Several trade unionists have supported the system of granting this allowance in the interest of stability, good relations and efficiency. Regarding the panmen and chemists who are normally paid the retention allowance at the resumption of duties in the new season, it was complained that it was a great hardship and that they should be paid from month to month.

The percentage of the seasonal to the total workers varies from one centre to another and even in the same centre from one unit to another. About 70 per cent. of the workers in Darbhanga and 75 per cent. in Champaran are discharged after the season. In Gorakhpore, however, the figure is perhaps the highest and varies between 75 per cent. and 95 per cent. In Meerut, 66 per cent. to 80 per cent. workers are discharged every season. Perhaps the lowest figure is to be found in the sampled sugar factories in Madras where the seasonal workers vary roughly between 12 per cent. and 57 per cent. At Belapur, the corresponding figure is 34 per cent. to 40 per cent.

Length of Season.—The season in U.P. & Bihar is perhaps the smallest and hardly extends from 3 to 5 months in a year. In Madras and Bombay it is generally longer. It has been suggested that the duration of the working season can be extended by growing early maturing and late ripening varieties of sugar cane or by making more profitable use of such by-products as molasses, press mud and bagasse. Bagasse is now used as fuel though it can be profitably utilised for making paper boards. Molasse can be utilised for the manufacture of alcoholic liquors, power and industrial alcohol and vinegar. The pressure of population on land will decrease if the surplus population is drawn away by perennial factories, thereby exerting a healthy influence on the standard of living of the rural masses.

Length of Service.—Statistical information about length of service of workers engaged in the sugar industry was not available in *all* the sampled

* Vide Page 228, para. 490, Bihar Labour Enquiry Committee Report, Vol. I.

units but the following table has been prepared on the basis of the data gathered by my Investigating staff. The figures in brackets show the percentage of workers lying in the different service groups in each centre.

TABLE CXXIX.

Serial Number.	Centres.	0—1 year.	1—5 years.	5—10 years.	Over 10 years.
1	Meerut	2,166 (67·3)	398 (12·4)	485 (15·1)	168 (5·2)
2	Gorakhpore	884 (10·9)	2,230 (27·5)	2,438 (30·0)	2,562 (31·6)
3	Champaran	2,206 (77·3)	506 (17·7)	135 (4·8)	6 (0·2)
4	Darbhanga	940 (58·3)	105 (6·5)	149 (9·2)	419 (26·0)
5	Madras	337 (19·1)	352 (19·9)	263 (14·9)	814 (6·1)

The proportion of workers under one year's service appears to be very large in Meerut, Champaran and Darbhanga, while the figure in some factories is as high as 93 or 94 per cent. ; in others, it normally varies between 52 and 75 per cent. The highest percentage of old workers who have put in 10 years or over is to be found in Madras, perhaps due to the fact that the units are *partly* perennial in character. While every attempt has been made to collect figures on uniform lines, the varying practices of the factories in respect of records make comparison slightly difficult. Some firms of Bihar, for example, do not discharge the seasonal workers but keep them on roll throughout the year, paying them a small retention allowance. Besides, regular service cards or registers for all employees, which are absolutely essential, are absent in a large majority of factories.

Apprenticeship.—Regular system of apprenticeship is found only in three concerns in Bihar where fitters, turners and panmen are admitted to training for a period extending from six months to 3 years according to the ability and efficiency of the workers. The normal practice is to pay them subsistence wages during the apprenticeship period, and to employ them on full wages on successful completion of their training. Though regular apprentices are not kept in Madras, Bombay or U.P., cases are not wanting when young men are trained for semi-technical and technical jobs and are paid subsistence wages during the period. The reluctance of the employers to train persons and spend their money, time and energy over them arises from the uncertainty of their stay after the completion of training.

Promotions.—Workers in sugar factories are normally promoted to the higher grades or posts on the basis of efficiency of their work or merit at the discretion of the management. The unskilled workers are recruited on fixed wages except in Ahmadnagar. Slowly and steadily, as the worker picks up work and acquires efficiency, he is promoted to semi-skilled jobs on higher grades.

One sampled unit in Meerut, two in Madras, and both the units in Ahmadnagar observe some sort of system in graded promotions. In Madras, for example, a minimum and a maximum wage is fixed in two units and a worker

joins at the lowest, getting a periodic increment. But, on reaching the maximum, he remains there for the rest of his service unless promoted to higher posts. Complaints have been made that promotion, like recruitment, is subject to corruption or favouritism.

Labour turnover and absenteeism.

Statistics in respect of labour turnover and absenteeism were not readily available with the sampled units and had, therefore, to be collected with considerable difficulty from the employers' records. On examination of the details available with me, it appears that both turnover and absenteeism figures are comparatively much lower than those in other industries. In Meerut, Gorakhpore and Belapur, turnover during the season varies between 1 per cent. and 4 per cent., in Darbhanga between 4 per cent. and 6 per cent. while, in one unit in Madras, it rises to 14 per cent. The highest labour turnover has been reported from Champaran where it goes up to 36 per cent. in one unit.

The main causes responsible for labour turnover are voluntary resignations due to sickness, family circumstances, or more paying jobs, dismissals on account of misconduct or thefts, and retirements which, however, are very few and far between. Complaints have been made that temporary workers are dismissed on frivolous grounds. Since dismissals have beeen very potent causes of industrial disputes, the Bihar Labour Enquiry Committee suggested that, " in any case of dismissal or discharge, which is likely to become a cause of dispute between a union and the management, the Labour Commissioner should, on a reference by the union or of his own motion, investigate the case and attempt to bring about a settlement "*.

The highest figure of absenteeism is in Madras where it goes to 10 per cent. in some factories and the lowest in Meerut where it varies between 1 per cent. and 2 per cent. The other centres register absenteeism between these two extremes but in the majority of sampled factories in Bihar and Bombay it is below 5 per cent. On the whole, I may say that the figure is not high. The illness of the worker or a member of his family or marriages and other social functions account for absenteeism. It has been noticed that absenteeism in the perennial factories is at its highest during the harvesting and sowing seasons because the majority of workers have their contact with the village. Even in the seasonal factories, absenteeism shows tendency to rise if the season is extended up to April or May. The main causes why absenteeism is not, on the whole, very high in the sugar industry are to be found in the nearness of workers to their homes, absence or paucity of work on land during the sugar season, which in itself falls in the healthiest part of the year, and incentives in the form of bonus, retention pay and leave privileges.

Standing Orders.

Only two sampled units in Madras and two in Bihar have standing orders defining the relationship between the employees and the employers. In one factory in Darbhanga and several factories in Gorakhpore, supervisory and

*Bihar Labour Enquiry Committee Report, Vol. I, page 48.

technical staff have to fill in an agreement form detailing in broad outline the terms and conditions of employment. The complaint about these standing orders or the agreement forms was that they had been drafted without reference to the interests of labour. It was therefore pointed out that service rules should be standardised for all units.

Machinery for the Investigation of Grievances.

Barring two units in Madras and one in Meerut, none of the sampled factories has any labour officer. In Madras, the Labour Officer acts as a liaison between employers and employees. In the Meerut factory referred to above, he exists only in name. In other units, the grievances are heard by the heads of departments and, in certain cases, by the managers or the proprietors. It is alleged that the existing machinery is defective and that, in certain cases, very bad treatment is meted out to workers by their departmental heads and managers. There is no denying the fact that the general relationship between the employers and the employees can be immensely improved with the appointment of well-paid and qualified labour officers.

Wages and Earnings.

Since 1939, the basic wages have remained more or less the same, except in certain factories in Gorakhpore and Darbhanga. The rising cost of living has, however, been compensated to some extent by a grant of dearness allowance by almost all the factories. This does not necessarily mean that the workers' real wages have gone up. In fact, they do not get the same returns in commodities and services today as they used to get before the war.

Contract Labour.—Contract labour in sugar factories is employed mainly in the unloading of cane and stacking or loading of sugar bags. The contract work is generally of the nature of "group-piece work". The mate or *sirdar* undertakes to do the job on piece rate and the payment for it is divided among his co-workers equally or according to their share of work. In some factories in Bihar, the *sirdar* charges some commission and distributes the rest of the earnings equally among his co-workers. Barring one or two factories in U.P., the earnings of contract labour are generally 5 per cent. to 10 per cent. less than those of a worker directly employed by the management.

Principles of wage determination.—In none of the sampled units are there any pre-conceived principles for the determination of wages or wage differentials between different categories of workers. The following factors, however, bear on wages :—

(a) The demand for work in sugar factories arises at a moment when there is very little or no work on land. The rural population is therefore prepared to serve at any price, especially when it is poor, ignorant and unorganised. The wages of technical and skilled workers which, in the early days, were high due to the paucity of trained hands, have gone down now as a sufficiently large number of experienced and qualified technicians are available.

(b) Another factor is the capacity of industry to pay, which can be judged by the extent of its net profits. It should be noted that these can be concealed from a layman's view in ways more than one. In any

case, they have no influence on wages as a result of the absence of any bargaining power on the part of workers.

(c) The wages of similar and comparable work in other factories and wage rates in and around the neighbourhood influence the general level of wages in the sugar industry. The wages of fitters and engineers, for example, are determined with reference to wages for similar jobs in engineering firms, and those of unskilled workers on the basis of prevailing rates in agriculture. It is contended that any increase in wages would disturb agricultural economy. This in itself is a distorted view of things. The wages in agriculture are very low. The standard of living of agricultural workers is, to say the least, sub-human and any rise in wages is not only likely to prove a blessing in disguise but relieve the present pressure of population on land by drawing away a part of the surplus population to the sugar factories.

(d) The nature and value of work done also affect wages. The wage differentials can be explained by a variety of causes, the most important among them being :—

(i) Nature of work or the efforts involved in it. For example, the work of bag lifting is decidedly more strenuous than that of the bagasse feeders.

(ii) Skill. The work of the artisans, e.g., fitters and turners, involves more skill than that of the hammermen or blacksmiths.

(iii) Responsibility. The mistries and mates are paid more as their work involves larger responsibility than that of the ordinary coolies.

(iv) Any special quality or hardship peculiar to a job. For example, persons who are exposed to heat or noxious fumes generally expect more wages than others placed on less harmful jobs.

Analysis of Wages and Earnings.—Barring Gorakhpore, the wage level does not fall below 4 annas per day in any centre in India. In Champaran, Darbhanga and Madras, however, there are workers whose basic wages are ' between 4 annas but less than 6 annas ' and, in Darbhanga, the modal basic wage also falls in that group. In the other centres, the wages of the majority of workers lie in the group ' 6 annas but less than 8 annas.' In Madras, on the other hand, the workers are fairly equally divided into two groups ' 6 annas to 8 annas ' and ' 8 annas to 10 annas '.

Taking into consideration the net earnings of the workers inclusive of all allowances, I find that the sampled centres in Eastern U.P. and Northern Bihar are the lowest paid in India, as both the minimum (less than 8 annas) and the modal earning groups (8 annas but less than 12 annas) are lower there than in other centres ; whereas, in Meerut and Ahmadnagar, the modal earning group is ' 12 annas but less than Re. 1 '. In Madras, the modal earnings are ' between Re. 1 and Rs. 1|4 '. The following tables give the daily basic wages and net earnings in the different sampled centres.

108915

TABLE CXXX.

Showing average daily basic wages of workers employed in six sampled centres.

Wage groups.	Ahmadnagar.		Meerut.		Gorakhpore.		Champaran.		Darbhanga.		Madras.	
	No. of workers.	%	No. of workers.	%	No. of workers.	%	No. of workers.	%	No. of workers.	%	No. of workers.	%
Less than 4 annas	..	..	..	..	2	0·0	..	..	..	..	..	..
4 annas but less than 6 annas	..	..	..	..	1,165	17·5	2,361	69·3	486	19·0	33	1·4
6 annas but less than 8 annas	688	45·90	1,638	44·8	4,579	69·0	485	14·2	1,666	65·2	899	37·2
8 annas but less than 10 annas.. ..	520	34·69	900	24·6	195	3·0	156	4·6	169	6·6	956	39·6
10 annas but less than 12 annas ..	80	5·33	169	4·6	138	2·1	101	3·0	74	2·9	213	8·8
12 annas but less than 14 annas ..	44	2·94	140	3·8	102	1·5	29	0·9	28	1·1	195	8·1
14 annas but less than Re. 1	23	1·53	295	8·1	113	1·7	56	1·6	17	0·7	53	2·2
Re. 1 but less than Rs. 1-2-0	8	0·53	45	1·2	51	0·8	48	1·4	14	0·6	15	0·6
Rs. 1-2-0 but less than Rs. 1-4-0 ..	4	0·27	176	4·8	109	0·7	40	1·2	14	0·6	14	0·6
Rs. 1-4-0 but less than Rs. 1-8-0 ..	28	1·87	70	1·9	53	0·8	49	1·4	25	0·9	17	0·7
Rs. 1-8-0 but less than Rs. 1-12-0 ..	28	1·87	46	1·3	8	0·1	24	0·7	12	0·5	5	0·2
Rs. 1-12-0 but less than Rs. 2	4	0·27	66	1·8	42	0·6	11	0·3	6	0·2	6	0·2
Over Rs. 2	72	4·80	113	3·1	81	1·2	49	1·4	44	1·7	10	0·4
Total ..	1,499	100	3,658	100	6,638	100	3,409	100	2,555	100	2,416	100·0

TABLE CXXXI.

Showing average daily net earnings including overtime and other allowances in six sampled centres.

Earning groups.	Ahmadnagar.		Meerut.		Gorakhpore.		Champaran.		Darbhanga.		Madras.	
	No. of workers.	%	No. of workers.	%	No. of workers.	%	No. of workers.	%	No. of workers.	%	No. of workers.	%
Less than As. 8	..	..	..	..	15	0·2	18	0·5	11	0·4	..	..
As. 8 but less than As. 12	..	..	..	..	5,550	83·6	2,798	82·1	2,212	86·6	644	26·6
As. 12 but less than Re. 1	1,105	73·71	2,424	66·3	368	5·6	211	6·2	125	4·9	54	2·2
Re. 1 but less than Rs. 1-4-0	190	12·67	695	19·0	79	1·2	89	2·7	65	2·5	1,380	57·1
Rs. 1-4-0 but less than Rs. 1-8-0 ..	49	3·27	157	4·3	154	2·3	49	1·4	28	1·1	254	10·5
Rs. 1-8-0 but less than Rs. 1-12-0 ..	16	1·07	67	1·8	116	1·7	78	2·3	23	0·9	40	1·7
Rs. 1-12-0 but less than Rs. 2	28	1·87	42	1·1	137	2·1	41	1·2	20	0·8	26	1·1
Rs. 2 but less than Rs. 2-4-0	33	2·20	50	1·4	47	0·7	15	0·4	15	0·6	12	0·5
Rs. 2-4-0 but less than Rs. 2-8-0 ..	4	0·27	67	1·8	39	0·6	28	0·8	10	0·4	2	0·1
Over Rs. 2-8-0	74	4·94	156	4·3	133	2·0	82	2·4	46	1·8	4	0·2
Total ..	1,499	100	3,658	100	6,638	100	3,409	100	2,555	100	2,416	100

Dearness and other allowances.—The rise in prices due to the impact of war has reflected on the cost of living of working classes and the employers have compensated their workers to some extent by way of dearness allowances. It may, however, be borne in mind that the rise in prices is out of all proportions to the amount of these allowances. The majority of the sampled units, i.e., 24 out of 27, have adopted sliding scales, of which 2 each in Madras and Meerut vary with the official cost of living index numbers. 3 units have adopted flat rates. The percentage to wages normally varies from factory to factory. There is an inverse relation between wages and the percentage of dearness allowances. The higher the wages, the lower is the dearness allowance and *vice versa*. In the lower wage categories, the dearness allowance is as high as 100 per cent. in Champaran, 60 per cent. in Darbhanga and 70 per cent. in Gorakhpur. In the higher categories, it is 5 per cent. at some places, the normal rate varying between 12½ and 25 per cent of the wages.

Other allowances.—Some sampled factories pay 1 to 3 months' basic wages as bonus in the United Provinces and Bihar. One unit in Meerut pays a supplementary ration allowance of Rs. 6 per month. These allowances are temporary for the duration of the war or till the price level does not come down to normal.

Overtime.—Normally speaking, overtime is not a common feature of the sugar industry. According to employers, sugar manufacturing is carried on in three 8 hour shifts and there is no necessity or possibility of overtime work. Overtime work is, however, done :—

(a) when, on account of a shortage of technical staff in particular shifts, workers from other shifts are called in,

(b) when there is a general cleaning, and

(c) when there is a break-down.

The overtime wages are usually calculated according to the Factories Act, though complaints on this score were received by me. Some employers grant compensatory leave in lieu of overtime and this, it appears, is contrary to the spirit of the Factories Act. Regular records of overtime work are not generally kept, but, wherever they are maintained, the employees, and not their representatives, are at liberty to see or examine them.

The employers contend that overtime work is not compulsory. Workers, on the other hand, complain that it is so. From the circumstances in which overtime work is normally done, it appears that it is of a compulsory nature. The Inspectors of factories do not appear to pay as much attention to the question of overtime as it deserves and, furthermore, their visits are not as frequent as they should be.

Deductions and fines.—All the sampled units have categorically denied the practice of making arbitrary deductions from wages except those that are permissible under the Payment of Wages Act. The only deductions most commonly made are those for absences, recovery of advances made, provident fund contributions, commodities supplied from the grain shops, purchases of articles or advances or loans from co-operative societies. Since the introduction of Payment of Wages Act, the system of fines has not been common. In Darbhanga, suspension for 7-10 days is in vogue as a form of punishment. In one factory in Bihar and one in Madras, fines ranging between 2 annas and 8 annas are imposed on workers for coming late, absenting without permission, neglecting duties and disobeying orders. There are no balances in the fine funds which are said to be utilised for the benefit of workers and their families.

Wage period.—The wage period for all categories of employees in Darbhanga, Meerut and Gorakhpur is the calender month, and wages are paid within 7 days of the subsequent month. In Champaran, the wage period for the supervisory staff is the calendar month and for the daily paid staff 10-14 days. Wages are payable within 3 days of the expiry of the wage period, while the casual daily rated employees are paid every day. Similarly, in two units in Madras and one in Bombay, the wage period for the daily rated employees is a fortnight and wages are paid within 4 to 7 days of the expiry of the period.

Off days.—There are no regular close days for shift workers during the season. The shifts are so arranged that each worker gets continuous rest for 32 hours every 12th or 13th day. In the off season, however, Sundays are observed as holidays. The workers of the D-shift usually enjoy Sunday as a weekly day of rest. In two factories in Madras, all monthly rated employees get one close day in a week.

Working Conditions.

Shift system.—Though the actual timings of the shifts may be different in different units or centres, the general scheme prevalent throughout the sugar industry is to divide a day into 3 shifts of 8 hours each in the manufacturing section. The shifts interchange usually on every 4th day or 7th day. Complaints were made that the technical staff in the manufacturing section are sometimes divided into two shifts of 12 hours each. Again, considerable difficulties are experienced by some of the night shift workers as there are no arrangements for their rest in the factory premises.

The D-shift (day shift) covers the engineering section comprising turners, fitters, mistries and engineers. They normally work in the day for 9 to 10 hours with an interval of one hour in the noon. The actual timings of the D-shift differ from factory to factory.

On the whole, the general sanitary and working conditions of the factories in Madras and Bombay may be said to be better than those obtaining in U.P. and Bihar. The foul smell which is characteristic of sugar factories in the United Provinces and Bihar is absent in the Ahmadnagar factories. Sanitation in and around the factories in U.P. and Bihar has become an acute problem on account of the disposal of the sullage water, molasses and the press mud. The effluent from the factory is allowed to flow into *katcha* tanks, streams, or soak pits. In Gorakhpore two factories allow their sullage water to run into streams. In Meerut, one sugar factory has constructed *pucca* drains for this purpose. Soaking pits are found only in one unit in Bihar. The storage of molasses in *katcha* tanks leads to an unbearably stinking smell. The press mud was normally found stored inside the mill premises.

The flooring in certain factories was broken at places and was not well cleaned at the time of the visits of my investigating staff. The sulphitation tanks were found leaking in some cases, thus making the atmosphere very choking. There were steam leakages in certain factories in U.P., Bihar and Ahmadnagar. Some of the staircases in Ahmadnagar and Madras were steep and slippery. In Gorakhpore, the wooden staircases in two units were in a dilapidated condition. Machinery and fast moving pulleys and belts were not properly guarded in some units.

From the point of view of light and ventilation, the condition of sugar factories may be said to be satisfactory, except at one unit in Madras.

It is a matter of great surprise that some factories have no rest shelters. Some employers in U.P. asserted that they were not necessary. Wherever shelters have been provided for example factories in Meertut, one in

Darbhanga and two in Champaran, they are not maintained in the right spirit. Ill-equipped and ill-kept, as they are, it is no wonder that they are unpopular.

While adequate number of latrines and urinals is kept by each sampled unit, they are more often than not indescribably dirty. At places, they were not even whitewashed and tarred. Surprise visits by my investigating staff further revealed that proper arrangements for daily cleaning did not exist and that the number of sweepers and *bihishtis* was disproportionately low. For example, in a factory employing over 500 workers, there were only 2 sweepers on roll. Proper bathing and washing facilities normally do not exist except that water taps may be used for the purpose. Covered bath rooms and wash basins are not available except in stray cases. The supply of washing soaps, soda, towels, etc., is either not made or, if made, is negligible. Some enlightened employers have made adequate arrangements about the supply of cool water and have employed watermen to supply water to workmen at their places of work. In a large majority of cases, however, proper facilities for the supply of drinking water do not exist. In one factory in Bombay, the management has provided a small fountain from which luke-warm water oozes out and workmen have to drink from it like cattle.

Welfare Activities.

All the sampled units have got dispensaries where free medical aid is given to the workers and their families. It is a pity that, barring one sampled unit in Madras, none of the others has any maternity home or child welfare centre.

The prevalent diseases are malaria, dysentry, *kalazar*, typhoid, hookworm, dyspepsia, skin diseases and eye sores. Of late, tropical ulcers in Ahmadnagar have come to the notice of doctors but these are attributed to mal-nutrition due to war. There are no occupational diseases peculiar to sugar industry except that some of the coolies working on sulphitation tanks have been found suffering from respiratory or throat diseases on account of the inhaling of sulphur-dioxide, and that the liming tank assistants have normally got scars on their hands. Rubber gloves or boots have not been provided in any sampled units nor is any precaution taken against sulphur fumes.

Though tea canteens are not normally provided by the employers, facilities for the purchase of tea and light refreshments do exist in the neighbourhood of all factories. The arrangements are certainly unsatisfactory from the point of view of price and hygiene.

Due to the difficulties experienced by workers in securing adequate provisions, the employers have opened shops or co-operative stores The prices charged are decidedly lower than those of the market. Some employers purchase grains in the market and supply them to their employees at concessional rates.

Women are employed in two sampled units only. One of these maintains a *creche* under a nurse.

All the units in Meerut and Ahmadnagar, 4 in Champaran, one each in Madras, Darbhanga and Gorakhpore provide educational facilities for workers' children. One factory in Meerut and two in Champaran run High Schools, while another concern in Champaran maintains a vernacular middle school. In Ahmadnagar, the employers provide schools up to III Standard. Milk is not distributed free to children in any school. Nor have any adult classes been started anywhere for the benefit of workers.

Indebtedness.

The sample enquiries conducted in the different units betray the deplorable financial position of workers. The following table gives the *per capita* indebtedness in them. Meerut tops the list.

TABLE CXXXII.

Centres.	Percentage of workers under debt.	Average indebtedness per indebted person.
		Rs.
1. Ahmadnagar	64·0	159
2. Meerut	78·5	390
3. Gorakhpore	80·0	191
4. Champaran	74·7	225
5. Darbhanga	86·5	182
6. Madras	74·0	141

The causes of indebtedness are given in the following table.

TABLE CXXXIII.

Showing indebtedness on various accounts as percentages to total indebtedness

Causes.	Ahmadnagar.	Meerut.	Gorakhpore.	Champaran.	Darbhanga.	Madras.
1. Marriage ..	31·9	58·0	41·2	40·8	39·0	33·7
2. Sickness ..	14·4	2·8	3·2	4·2	1·0	2·0
3. Death ..	..	4·0	5·3	10·7	13·3	5·4
4. Litigation ..	4·7	0·8	7·4	2·3	2·9	1·2
5. Purchase of land & cattle ..	1·4	21·8	14·3	7·0	10·6	16·4
6. Domestic needs	39·5	5·9	19·3	18·2	29·2	34·4
7. Miscellaneous ..	0·5	5·0	0·9	4·8	0·4	1·5
8. Ancestral ..	7·6	1·7	8·4	12·0	3·6	5·4

The following table shows the burden of indebtedness in terms of interest charges.

TABLE CXXXIV.

Showing the rate of interest and percentage of the total debt taken on them in various centres.

Rate of interest.	Ahmadnagar.	Meerut.	Gorakhpore.	Champaran.	Darbhanga.	Madras.
Free from interest	27·4	9·7	1·9	3·9	17·6	8·8
Upto 6¼ % ..	21·1	1·3	5·4	14·7	1·5	8·5
6¼ % to 12½ % ..	2·5	6·4	3·0	25·6	6·7	65·8
12½ % to 18¾ % ..	..	10·4	1·3	9·0	3·3	9·4
18¾% to 37½% ..	25·7	65·3	74·6	43·7	66·2	6·3
Over 37½% ..	23·3	6·9	0·3	3·1	4·7	1·2
Not known ..	..	0·0	13·5	..	..	..

The most prevalent rate at which the largest portion of debt has been borrowed is between 18¾ and 37½ per cent..

Trade unions and strikes.

Unlike the employers, the organisation of workers is not only weak but ineffective. In Ahmadnagar, the trade unions appear to have disappeared after the disturbances of August 1942

The seasonal nature of the industry has been largely responsible for the slow progress of trade unions. The repeated failures of strikes organised by some trade unions have made them unpopular. The leadership is divided and several antagonistic influences are at work. The attitude of the employers is definitely hostile and complaints of victimisation of trade union leaders or workers are not uncommon.

The following table gives the total number of strikes that took place in the various sampled units during the last 10 years.

TABLE CXXXV.

Centres.	No. of strikes.	Results of strikes.			
		Failed.	Succeeded fully.	Succeeded partially.	Lock-outs
1. Ahmadnagar	4	1	..	3	..
2. Meerut	3	1	..	2	..
3. Gorakhpore	2	2	..	..	..
4. Champaran	2	1	..	1	..
5. Darbhanga	1	1	..	..	..
6. Madras	4*	3	..	..	1
Total ..	15	9	..	6	1

It is clear that, out of 15 strikes, not one was fully successful. The partial success achieved by trade unions was in respect of slight increases in the scales of dearness allowance.

Labour laws and their administration.

It has already been pointed out that the location of the sugar industry in the rural areas makes it difficult for the Inspection staff with its present strength to administer labour laws efficiently. It transpired during my enquiry that, at each wayside stations at which there are sugar factories, there is some sort of intelligence service which keeps employers informed of the arrivals of all first and second class passengers. Needless to say, they are in a position to remove some of the defects by the time the Inspectorate staff reaches the premises. Surprise visits under the circumstances are difficult, if not impossible. Attempts are sometime made by Inspectors to travel by road with a view to paying their surprise visits. Even here, the superior staff in the factories have adopted signs and symbols which, when given, enable workers to be on their guard as the Inspector of Factories goes round. Though, generally, each sampled factory is visited once a year by the Factory Inspector, cases are not wanting when there has been one visit in two years and very infrequently two visits during one season. Another thing that strikes me is that the majority of the factory inspectors have been devoting their attention mostly to the guarding of pulleys and machinery, than to anything else. The daily and weekly hours of work in the case of certain technical staff are longer than those permitted by the Factories Act. The non-payment of overtime wages and compensation for injuries, the absence of overtime records, disposal of the suliage, the unhealthy storage of molasses and press mud, the leakages from sulphitation tanks and steam pipes, the absence of shelters, the insanitary

* One of the strikes was due to a misunderstanding and was called off as soon as it was cleared up.

conditions of the latrines and urinals and the absence of washing and bathing facilities in certain factories, are some of the outstanding defects capable of being remedied by conscientious and sympathetic inspectors. The Workmen's Compensation Act is not administered as well as it should be and it is surprising that the number of accidents is small in spite of the fact that the fencing of machinery leaves much to be desired.

Compensation cases.—The following table gives the cases of injuries under the Workmen's Compensation Act in the different centres in the year 1943.

TABLE CXXXVI.

Centres.	Fatal accidents.	Permanent disablement.	Temporary disablement.
		Major.	Minor.
Ahmadnagar	..	3	1
Meerut	2	2	10
Gorakhpore	..	..	8*
Champaran	..	2	18
Darbhanga	..	..	2
Madras	..	33	132
Total ..	2	40	171

Abstracts of labour laws are posted at the main gate or entrance to the factory or at the gate of the office. Barring a few employers, none of the others have taken steps to explain their implications. At certain units in U.P. & Bihar, the posters were so weather-beaten and old that nothing could be made out of them. One factory in Gorakhpore and several in Champaran and Darbhanga had placed the posters so high that they could not be read. A similar difficulty was experienced in Ahmadnagar.

Occupational diseases.

No occupational diseases have been reported from any of the sampled units. I am, however, inclined to think that the lung and throat diseases suffered by the sulphitation tank attendants and scars and skin diseases suffered by the liming tank coolies could be looked upon as occupational in character.

Provident Fund.

Provident fund benefits exist in all the three units in Darbhanga, in two units each in Meerut, Madras and Champaran, one in Ahmednagar and none in Gorakhpore. Generally, the permanent staff alone is eligible for the membership of the provident fund.

Gratuities and pensions.

The system of granting gratuities and pensions does not seem to have found favour with the employers except in Madras where, in two factories, retirement gratuities generally are given to those who are not members of provident fund. In one unit, the normal gratuity is 1|3rd month's pay for every year of service between 5 and 20 years and ½ month's pay for every year of service over 20 years. In the other, gratuities are payable at the rate of 10 days' pay for each year of service provided the worker has put in 15 years, and 15 days' pay for each year of service in case the worker has put in 20 years. Dearness allowance is included in the calculation of gratuities in the latter case ; in the former 1|24th of the year's dearness allowance is payable along with the gratuities. In cases of death and retirement on medical certificate, the gratuities are payable even though the worker has not put in 15 years' service.

*Besides ordinary cases treated free in the hospital.

Housing.

The following table shows the average number of persons per room in all dwellings visited by my investigating staff in different centres.

TABLE CXXXVII.

Centres.	Number of persons per room.		Average area in square feet per room.	
	Employers'.	Private.	Employers'.	Private.
1. Ahmednagar	4·7	..	108·1	..
2. Meerut	3·0	4·2	119	153·0
3. Gorakhpore	3·5	3·2	107	72·7
4. Champaran	4·1	3·3	106	160·0
5. Darbhanga	4·0		137	
6. Madras	4·2		113	

The most obvious defects in these houses are :—

(i) They are situated very close to the factories and the workers are compelled to stay in an unhealthy atmosphere except in Ahmadnagar and Madras.

(ii) A large majority of these houses at each centre are one-roomed. They are consequently used for all purposes.

(iii) The provision of amenities like tap water, electricity, separate verandahs and courtyards is very poor.

(iv) The drainage in most of the houses is very bad.

(v) In almost 75 per cent. of the houses provided by employers, no consideration is paid to the privacy of the family. In a large number of cases the workers have, as in Ahmednagar, Gorakhpore and Meerut, made temporary thatched outer partitions.

(vi) The housing of the seasonal workers is deplorable in almost all centres, and thatched huts which are meant for them provide very poor shelter against sun and rain.

(vii) There are no provisions for children's parks or arrangements for indoor or out-door games in the workers' colonies provided by employers.

A. MUKHTAR,
Member,
Labour Investigation Committee.

GORTON CASTLE :
The 30th July 1945.

THE QUESTIONNAIRE.

PART I.

Name of concern.....

Name of Proprietor or Managing Agent.....

Date of Establishment.....

Location.....

District.....

Province .....

A.—EMPLOYMENT.

1. State the average daily number of workers (other than the clerical staff) employed in August 1939 and in January 1944, or at date of enquiry as follows :—

(a) Total number of workers .....

(b) Number of piecerate workers .....

(c) Number of timerate or salaried workers .....

	Men.		Women.		Children.	
	Aug. 1939.	Jan. 1944.	Aug. 1939.	Jan. 1944.	Aug. 1939.	Jan. 1944.
(*i*) Employed and paid directly.						
(*ii*) Employed and paid through contractors.						
(*iii*) Employed through contractors but paid directly.						

2. If you have any statistical information regarding the length of service of operatives in your concern, please give it in the following form :—

Those between 0 & 1 year of service,

Those between 1 & 5 years of service,

Those between 5 & 10 years of service, and

Those over 10 years of service.

3. Are your workers classified as permanent and temporary ? Give the percentage in each category and describe the privileges of each type of workers.

4. State the system of apprenticeship for ordinary and supervisory posts and terms, if any.

Is the apprenticeship period counted towards total service ?

5. Is there any system of graded or time-scale promotion ? If so, give details.

6. State the labour turnover in your concern for the years 1939 and 1943 or any recent years in the form below:—

Average daily number of workers employed during the month or year.	Total number of workers who left during the month or year.					
	Permanent.			Temporary.		
	Retirement.	Dismissal.	Voluntary.	Retirement.	Dismissal.	Voluntary.

What are the reasons for the labour turnover, if any ? Suggest measures for reducing it.

7. Supply figures of absenteeism in your concern for the years 1939 and 1943. What are the causes of absenteeism and how would you reduce it ?

8. Are there any Standing Orders governing the relationships of employers and employees ? Please supply a copy of the same, if possible.

9. (a) How do you recruit labour ? Explain the system of recruitment fully.

(b) Have you a Labour Officer to enquire into the grievances of workers ? If not, what other machinery have you set up for this purpose ?

B.—Wages and Earnings.

10. What are the wage-rates for different types of workers ? What changes have occurred in basic wages, salaried and piece (exclusive of allowances, etc.) since August 1939 ?

Does contract labour receive the same rates of wages as labour directly employed in the same or similar occupations ?

11. Please describe in brief the principles determining the fixation of your wage rates for all classes of employees.

12. Please give details of dearness and other allowances, bonuses and gratuities paid to workers since the outbreak of the War and state which of these is temporary and which is permanent. Are any conditions attached to the payment of these allowances ?

13. Give details of the wages and earnings of workers who have worked the same number of days in the wage period from.....to..... in the form attached at the end of this Questionnaire.

14. How is overtime calculated and paid for ? Is overtime work compulsory ? Do you maintain any registers for recording overtime. Are these available to the workers or their representatives for inspection ?

15. What deductions are made from wages ?

16. Is there a Fine Fund ? What is the amount outstanding in it and how is it utilised ? Who is in charge of its disposal ?

17. What are the periods of wage payment for different kinds of workers ? How long after the end of the wage-period are wages paid ?

18. Are there any regular closed days in the month in your concern ? What holidays (other than or festivals, etc.) are given to workers ?

C.—Working Conditions.

19. How many shifts are worked in your concern ? What is the number of hours of work in each shift and the times of commencement and ending ?. What is the total spread-over, *i.e.*, the relation between hours worked and hours during which worker is on call ?

20. If any multiple or overlapping shifts are worked describe their arrangement.

21. State the conditions of ventilation, lighting (natural and artificial), congestion (*i.e.*, floor area per worker), flooring, protection against heat, etc.

22. Are shelters provided for employees during rest intervals ? Give their dimensions, structural details, seating arrangements, etc.

D.—Welfare Activities.

23. Give an account of sanitary arrangements, water supply. latrines, urinals, washing and bathing facilities, etc., and their distances from the concern. Is cool water supplied in summer ?

24. Is there any dispensary or hospital for workers and their families ? If so, state the number of cases treated every day. prevalent diseases, qualifications of doctors in charge, their emoluments, etc. What is the system of medicine ? Can any of the diseases workers suffer from be called occupational in character ? Is there any periodical medical examination of workers ?

25. Is any canteen provided or arrangements made for tea, cold drinks, light refreshments, etc. ? Who runs them and how are profits, if any. utilised ? Describe conditions of contract, if any, and compare sale prices of articles supplied with market prices.

26. Do you maintain a *creche* for the benefit of your women workers ?

27. What are the facilities available for the education of adult workers and their children ?

28. Is there a grain shop for workers ? What are the commodities supplied and how do their prices compare with market prices ?

E.—Housing Accommodation.

29. Give details of housing provided by the employer with reference to :—

(a) Proportion of workers housed,

(b) Rentals,

(c) Types of houses,

(d) Congestion,

(e) Sub-letting, and

(f) Sanitation and water supply.

30. If workers live in their own houses or in houses provided by private landlords or public bodies, state their condition carefully

F.—Trade Unions and Strikes.

31. Have workers formed any trade union ? State membership, monthly subscriptions, etc. Has their been any agreement regarding wages, hours of work, employment, dismissal, etc. Please supply a copy of agreement, if any.

32. Is there any works committee ? Give its constitution and an account of its activities.

33. Give details of strikes in your concern during the last fifteen years. What were the causes of such strikes and how were they settled. How far were the demands of the strikers satisfied ?

G.—Safety Acts, etc.

34. Does the concern come under the factories Act ? If so, are the provisions of the factories Act complied with ? Give dates of visits of Factory Inspectors during the past ten years and extracts from the remarks in the Factory Inspector Book.

35. Are the provisions of the following Acts observed in your concern :—

(1) Electricity Act,

(2) Payment of Wages Act,

(3) Workmen's Compensation Act, and

(4) Maternity Benefit Act.

What action have you taken to acquaint your staff with the provisions of these Acts ?

36. Give the number and nature of cases of occupational diseases reported in the last 10 years. Is there any provision of medical facilities for the treatment of occupational diseases ?

37. State the number of accidents which occurred in 1943. Was any compensation paid ? If so, how much and in how many cases ?

H.—Indebtedness.

38. Are the workers indebted ? Give an idea of the extent of their indebtedness and the causes responsible for the same.

39. What is the usual rate of interest charged from the workers. What remedial measures have been enforced by the Government to reduce this indebtedness ? How far have they been successful ?

I.—General.

40. Please supply a copy of the Provident Fund rules, if any, *especially* in reference to :—

(a) Membership,

(b) Contributions,

(c) Rate of interest,

(d) Investment, and

(e) Conditions of claims on employer's contributions.

41. Give details of pension schemes and gratuities, if any. Please supply a copy of the rules.

WAGE FORM FOR AD HOC SURVEYS.

Industry .....
Name of Establishment.....
Location.....
Information relating to the period from..... to .....
Number of days worked by the concern during the above period.....
*Number of days to which wage figures below refer.....

*NOTE:—Figures of earnings should pertain to workers who have worked the same number of days in the period selected. The period selected should *preferably* be a complete calendar month and supervisors should make every effort to obtain information from different establishments for the same months.

Name of Occupation.	Name and workers employed in this occupation.	Piece or Time.	Basic Wage earned. (Excluding overtime.)			Gross Earnings including basic wages, overtime, allowances, bonuses, etc.			Net earnings. (Gross earnings minus deduction.)			Remarks.
			Maximum.	Minimum	Average	Maximum.	Minimum.	Average.	Maximum.	Minimum.	Average.	
	Men	(a) Piece. (b) Time.										
	Women	(a) Piece. (b) Time.										
	Children	(a) Piece. (b) Time.										

PART II.

1. State if the factory is perennial or seasonal.

2. While answering question 1 in Part I of this questionnaire, state separately the number of children below 15 years and adolescents between 15 and 17 years employed in the factory.

3. Does this factory grow any sugar cane on land owned by it, if so, state the number of persons employed by it on land. How many of these obtain employment in the factory during the season ?

4. What is the proportion of seasonal workers who are agriculturists ?

5. What is the average duration of employment of seasonal workers in the whole year ?

6. Is any register of employees maintained ? If so, is any preference given to persons who had been in employment in previous seasons ?

7. Is any travelling allowance paid to seasonal workers at the commencement or at the termination of working season ? State the amount paid and the conditions attached thereto.

8. State the total number of working days in the crushing season. What are the months of active working ?

9. If the factory is perennial, state the nature of its products during the out of season months.

10. How are engineers, chemists and other permanent employees kept engaged during the slack season ?

11. Is it possible to extend the period of crushing ? What are the difficulties in doing so ? Can you suggest possible remedies ?

12. How are molasses and bagasse disposed of ?

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LABOUR INVESTIGATION COMMITTEE
GOVERNMENT OF INDIA

REPORT

ON

LABOUR CONDITIONS IN TANNERIES AND LEATHER GOODS FACTORIES

BY
AHMAD MUKHTAR,
Member, Labour Investigation Committee.

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PREFACE.

The Tripartite Labour Conference at its meeting in September 1943 recommended the setting up of a machinery to investigate questions of wages and earnings, employment and housing, and social conditions generally, with a view to provide adequate materials on which to plan a policy of social security for labour. In pursuance of that resolution, the Labour Investigation Committee was appointed by the Government of India by Resolution No. L.4012, dated the 12th February 1944 to carry out the investigations. The Committee was instructed to extend its investigations generally to all industrial and semi-industrial labour covered by the Royal Commission on Labour in their Report, with the addition of certain other categories. The Committee was asked by the Government of India to decide in each case the most suitable manner of conducting the enquiry. The Government, however, considered that the method of enquiry should not merely consist of sending out questionnaires to Government agencies and Employers' and Workers' Associations, but should also comprise specific enquiries in individual concerns based on representative sampling.

2. In India, in spite of the quite comprehensive enquiries made by the Royal Commission on Labour and a few Committee appointed by the Provincial Governments, there have remained large lacunae in regard to information on labour conditions in several industries. In particular, broadly speaking, the method of direct enquiry on the spot has not been adopted on a sufficiently wide scale so as to cover the entire industrial structure. Moreover, certain industries, like cotton textiles and coal mining, have received greater attention than others, and even as regards these industries, comprehensive information on an all-India basis has not been available. With a view to making up this deficiency as well as to bringing the available information up to date, the Committee decided that *ad hoc* surveys should be carried out in various industries so as to secure a complete picture of labour conditions prevailing in each : The following industries were selected for the purpose :—

A. *Mining.* (1) Coal. (2) Manganese. (3) Gold. (4) Mica. (5) Iron Ore. (6) Salt.

B. *Plantations.* (7) Tea. (8) Coffee. (9) Rubber.

C. *Factory industry.* (10) Cotton. (11) Jute. (12) Silk. (13) Woollen. (14) Mineral Oil. (15) Dockyard. (16) Engineering. (17) Cement. (18) Matches. (19) Paper. (20) Carpet weaving. (21) Coir matting. (22) Tanneries and Leather Goods Manufacture. (23) Potteries. (24) Printing Presses. (25) Glass. (26) Chemical and Pharmaceutical works. (27) Shellac. (28) Bidi-making, Cigar and Cigarettes. (29) Mica Splitting. (30) Sugar. (31) Cotton Ginning and Baling. (32) Rice Mills.

D. *Transport.* (33) Transport Services (Tramways and Buses). (34) Non-gazetted Railway Staff.

E. Other types of labour. (35) Port Labour. (36) Municipal Labour. (37) Central P.W.D. (38) Rickshaw Pullers.

3 The main conception on which the *ad hoc* surveys have been based is that information should be collected on the spot by direct enquiry conducted with the help of the Committee's own staff and that this information should, as far as possible, conform to the sampling methods widely adopted in such work. Owing to great variations in the character of the different industries, however, there could not be a complete uniformity in regard to the methods which had to be adopted to suit the peculiarities of particular industries and centres. For instance while there are only a few centres and units in certain industries such as potteries, mineral oil, gold, etc., in other industries, such as

textiles, engineering, transport services, plantations, tanneries, bidi-making, etc., a very large number of centres and units in different provinces (and even States) had to be covered. Moreover, some of the industries are modern industries of the large-scale type, wherein factory legislation applies more or less entirely, while others are indigenous handicrafts or small-scale industries, where factory legislation is either inapplicable or partially applicable. Thus, information has not been uniformly available in advance as regards the size, location and ownershp of industrial units, such as is necessary before decisions for sampling are taken. Consequently, the technique of representative sampling had to be modified and supplemented so as to obtain whatever information of a reliable character was available. As far as possible, however, in all industries important centres were covered. In each of these centres units were chosen on a sample basis, but it was possible in a few centres to cover all units. The final lists of centres of survey and individual establishments were made out in the light of the impressions gathered during the course of the preliminary tour and in consultation with local authorities. The guiding principle in the selection of centres of survey was to make the survey regionally representative so as to discover differences in the conditions of labour in the same industry in different parts of the country. The selection of individual concerns was generally based on considerations, in order of importance of (a) size, (b) ownership (private or limited) and (c) whether subject to statutory regulation or not. In this connection it may be stated that the Committee were greatly handicapped in sampling the units owing to the lack of complete information regarding location and number of units in the selected industries. Unfortunately there are no all-India employers' organisations in some of the organised industries, nor are the statistics maintained by the Central and Provincial Governments at all complete. Moreover, in certain unorganised industries, such as shellac, carpet-weaving, bidi-making, etc., owing to their very nature, no such information could have been readily available in advance. In certain cases, therefore, owing to these difficulties as well as transport difficulties and other exigencies, the sampling could not be fully adhered to. Nevertheless, the Committee have been anxious to gather in the maximum possible information in the limited time at their disposal and with a view to this, they have cast their net as wide as possible. The main instruments of the *ad hoc* survey were the Questionnaires. These were of two kinds :—(a) the main *ad hoc* survey questionnaire on points likely to be common to all the industries surveyed, and (b) supplementary and special questionnaires in respect of certain industries, such as plantations, mines, railways, rickshaw pullers, port labour, municipal labour, glass, shellac, mica, etc. The main questionnaire was accompanied by a tabular form for entering wage data and this was used wherever possible. In the case of certain surveys, however, such as salt, paper, cotton, woollen and jute textiles, dockyards silk, cement and mining, it was possible to conduct a wage survey on a sample basis. The chief method of collection of data was by personal investigation of industrial establishments, examination of their records and contact with labour in factories and homes. The information thus collected was supplemented and checked with replies to the Questionnaires received.

4. For the purpose of conducting enquiries, a sufficiently large field staff, consisting of 16 Supervisors and 45 Investigators, was appointed. Before the commencement of field work, all the Supervisors (with the exception of those working in Bengal) were called to the Committee's headquarters at Simla and given detailed instructions on the technique and scope of the enquiries to be conducted by them, the manner in which they were to submit their data, and the centres and units which they were to investigate. In addition, both Supervisors and Investigators were provided with written instructions regarding the

use of questionnaires, sampling of concerns (where this could not be done in advance), filling of the wage forms, etc. In particular, they were asked not only to collect information on the spot but also to draw upon every other possible source of information. In doing so, they were required to distribute copies of the questionnaires in the centres assigned to them not only amongst the sampled units but also amongst Employers' and Workers' associations in the industry and such other associations and individuals as were likely to be interested in the subject. They were also asked to get into touch with officials of Central and Provincial Governments connected with labour and obtain such facilities as might be necessary in doing their work.

5. As far as the field work in Bengal was concerned it was done by the staff of the Committee under the guidance and supervision of the Labour Commissioner, Bengal, and his subordinate officers. Members, however, paid visits to selected centres and units in Bengal to obtain first-hand knowledge of local labour conditions.

6. The Committee's survey covered all Provinces with the exception of the North-West Frontier Province where none of the Industries selected for survey was sufficiently important. It extended to many of the Indian States also, such as Kashmir, Patiala, Gwalior, Baroda, Mysore, Sandur, Travancore, Cochin, Bundi, Indore and some of the States of the Eastern States Agency. No survey was undertaken in the Hyderabad State as that State preferred to appoint its own Labour Investigation Committee, with terms of reference identical to those of this Committee, for enquiry into local labour conditions.

7. In dealing with the *ad hoc* survey work, several courses were open to the Committee :—(i) the Committee, as a whole, to study each industry, (ii) the surveys to be distributed region-wise and each Member put into charge of a region, and (iii) each Member to be entrusted with a few surveys throughout India. With a view to speedy and efficient work, the third course was actually adopted. This departure from the usual procedure of the Committee as a whole dealing with the work was necessary in view of the immensity of the task and the necessity of maintaining an all-India prospective. Moreover, it was felt that this procedure would enable Members to make a specialised study of labour conditions in individual industries in different parts of the country. It was also felt that the peculiar problems of industrial labour had more an industry-wise than a region-wise dispersion and that the procedure would be helped to future legislation which has to take into consideration the diversified conditions of each industry. It will be seen, however, that in the Reports the factual material has been presented both on an all-India and on a regional basis.

8. Thanks and acknowledgments are due to Provincial Governments, State Authorities, Labour Commissioners (and particularly the Labour Commissioner, Bengal), Directors of Industries, Chief Inspectors of Factories, Port Authorities, local bodies, employers' and workers' associations, managements of the units surveyed and all others who rendered help in the collection of the data presented in these Reports.

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S. R. DESHPANDE
AHMAD MUKHTAR
B. P. ADARKAR } *Members.*

TEJA SINGH SAHNI,
Secretary.

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INTRODUCTION.

Though the tanning industry of India is at least as old as the Rig Veda*, it made very little progress for several centuries, partly because of the religious sentiments of the people against the slaughter of animals and partly because of the low social status accorded to *chamars, mochis,* etc., the professional castes of leather workers. After the establishment of Muslim rule, there was some progress in the industry as leather came to be used extensively for parchment and book binding.† The Dutch East India Company gave a further impetus to it by developing an export trade between India and foreign markets. "In 1644 A.D., samples of skins from the Coromandal coast were reported on favourably by a Japanese merchant in Batavia and from this year onwards the Dutch exported this article regularly to Japan."‡

By the time the East India Company established itself in the country, Calcutta had become an important port of export for leather to foreign markets. "For the nine months ending September 1829.....total exports from Calcutta were 93,692 pieces valued at 55,538 *sicca* rupees. Of these, 59,391 were shipped to North America and 34,301 to Great Britain. The exports of goat skins in the same period amounted to 263,648 pieces valued at 48,787 *sicca* rupees. Of these, 161,510 were shipped to North America, 88,936 to Great Britain and 13,200 to France. Thus we have positive evidence that the trade with Europe and America was definitely established at Calcutta about a hundred years ago"§.

The introduction of chrome tanning in India in recent years has been responsible for further progress in the industry on modern lines and the use of well-equipped machinery.

India produces approximately 200 lakh kips (light cattle hides) and 57 lakh buff (buffalo) hides. Out of this total of about 257 lakh hides every year, only about a fourth are slaughtered hides, the remainder being dead or fallen. The annual value of this production is reckoned at Rs. 6 crores.‖

Before the present war, about 40 per cent of the hides produced in the country were exported as raw or after tanning and the remaining 60 per cent were taken by small and large tanners for preparing leather suitable for different types of articles used in the country. It is estimated that nearly 50 per cent of the Indian tanned leather is used for making country shoes and *chappals,* that about 38 per cent is used for leather buckets for lifting water from wells and other articles for agricultural purposes and that the balance of 12 per cent. alone is used for making shoes of western style. ¶

A study of the data in the following table would show :—

(a) that the tanning and leather goods industry of India is very heavily concentrated in the United Provinces, Bengal and Madras,

(b) that it is rapidly developing in three other provinces as well ; namely, Bombay, the Punjab and Bihar, and

(c) that, while U. P. and Bengal have the largest number of leather goods factories, Madras has the largest number of tanneries.

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*Macdonell's History of Sanskrit Literature, 1925, pp. 167-168.

†Report on the Marketing of Hides in India and Burma Government, of India, 1930, Vol. I, Page 10.

‡Ibid. page 10.

§Report of the Hides Cess Enquiry Committee, Government of India, 1930, Vol I, Page 10.

‖Report on the Marketing of Hides in India and Burma, Government of India, 1943, p. 56.

¶Ibid, pp. 100-102.

TABLE I.

*Showing the average number of daily employment in the tanning and leather goods factories of India.**

Provinces.	1929			1939			1943		
	Tanneries.	Leather goods factories.	Total.	Tanneries.	Leather goods factories	Total.	Tanneries.	Leather goods factories	Total.
Madras	1,765	191	1,956	2,433	175	2,608	7,325	241	7,566
Bombay ..	248	52	300	1,013	307	1,320	1,179	596	1,775
Bengal	444	275	719	267	3,750	4,017	604	7,062	7,666
U. P.	745	2,301	3,046	1,679	2,765	4,444	3,800	9,062	12,862
Punjab	53	..	53	155	..	155	1,676	..	1,676
Bihar	47	..	47	..	..	..	..	978	978
Sind	..	..	..	16	..	16	19	56	75
Assam	..	..	..	..	..	..	20	..	20
Total ..	3,302	2,819	6,121	5,563	6,997	12,560	14,623	17,995	32,618

The reasons for these trends are not far to seek. For, as will be explained below, besides being the largest producers of hides and skins, Bengal and U.P. enjoy the advantages of the establishment of large scale leather manufacturing concerns. On the other hand, Madras, owing to the availability of cheap 'avaram bark' (the principal raw material for 'light tannage') has been specialising in the production of "half tanned" leather, mainly for export. In fact, in these three provinces, three cities (Calcutta, Cawnpore and Madras) have become the centres of a highly localised industry.

Calcutta.—The special advantages of Calcutta in the tanning and leather industry of India are the following :—

(1) Enormous quantities of raw hides and skins are available in Bengal.

(2) Certain classes of hides and skins of Bengal—cow hides, calf skins, goat skins and reptile skins—"possess certain basic characteristics for which they are appreciated not only in India, but also in Europe and America".†

(3) Calcutta is the principal port for the export of large quantities of hides and skins to various markets both in India and abroad.‡

(4) "Calcutta was eminently suitable for the location of the Bata Shoe Factory because, in addition to being a favourable labour location and a very convenient centre of distribution, it is also an important centre of the chrome tanning industry".§

* The Data relate only to the regulated factories.

† Report on survey of leather Industries in Bengal, Bengal Government Press, Alipur, 1941, p. 5.

‡ Ibid, p. 10.

§ The Location of Industry in India, Government of India, 1944, p. 55.

Cawnpore.—Apart from its advantages in respect of an abundant supply of raw hides,* babul bark,† and cheap labour,‡ Cawnpore owes its prominence in the tanning and leather goods industry to its choice as the centre for the Army Boots and Equipment factory and the Harness and Saddlery factory.§

Madras.—The importance of Madras—it is still the foremost exporting province for dressed hides and skins—is due principally to two factors, *viz.*, (a) the skill of the Madrasi tanner and (b) the availability of "avarm bark, the important raw-material for light tannage. It may be noted that Madras has "to import large quantities of raw hides over long distances from Calcutta, Cawnpore, Dacca and several up-country centres. Thus in this industry, the advantages derived from the cheap supplies of tanning materials and skilled labour outweigh the transport costs incurred in respect of raw materials".‖

A General View of the Industry.—The existing tanning industry of India may be divided into three main types—primitive village tanning, improved indigenous tanning and modern tanning.¶

Primitive village tanning is scattered almost all over India and is the special avocation of certain castes like the *chamars*. Though this type of industry is by far the most important from the point of view of total production, the leather made out of the primitive processes employed by its votaries is crude and caters only to the needs of the ordinary village folk.

Improved indigenous tanning is carried on in tanneries which prepare hides and skins in a "tanned but not in a finished state". The products of this type of tanning, known as 'half tanned leather' are exported in large quantities to European markets, though a considerable percentage is also used in the manufacture of a variety of cheap leather goods in India**. This type of tanning is a special feature of the Madras and Bombay provinces and the adjoining Indian States, especially Hyderabad and Mysore.

Modern tanning involving western processes consists of chrome tanning, improved vegetable tanning, oil tanning, and alum dressing, etc., though up till now chrome tanning alone has received the greatest attention. "Tanneries of this type are few, only about half a dozen of them are of considerable dimensions. Two or three of these, however, are large factories equipped with modern machinery, doing not only internal but also some foreign business. One of them claims to be the largest unit in the world handling the raw stock through all the stages up to the manufacture of leather goods".††

This *ad hoc* enquiry into labour conditions in the tanning and leather goods factories of India, of course, covers all the three important centres of Cawnpore, Madras and Calcutta. The Report is divided into four parts, Parts I to III deal with each of these three centres respectively and part IV contains the summary and conclusions.

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* The following passage from an unpublished thesis on the leather industry of Cawnpore (1930) may be of interest.

"'Cawnpore has many big merchants who deal exclusivesy in raw hides. They get raw hides from Delhi, Meerut, Muttra, Etawah, Jhansi and Moradabad. Heavy hides are received mainly from Peshawar and some districts in the North West Frontier Province".

† "Bahali, a village near Cawnpore, has numerous babul trees; much of the bark is received from this village".

‡ 'Ever since the beginning of the industrial development of Cawnpore....., the city has been continuously receiving hoards of rustic people from the adjoining villages".

§ The Location of Industry in India, page 55. ‖ Ibid, p. 54.

¶ Report on the survey of leather Industries in Bengal, Bengal Government Press, 1941, p. 18.

**For a fuller discussion on this question of 'half-tans", vide Appendix 6 of the Report of the Hides Cess Enquiry Committee, Vol. I, pp. 186-187.

††Report of the Hides Cess Enquiry Committee, Vol. 1, p. 27.

PART I.

CAWNPORE.

(United Provinces.)

Employment.

The average daily employment of workers in the tanneries and the leather goods factories of Cawnpore, both regulated and unregulated, is estimated at about 20,000. Of these, 13,914 or 69.57 per cent have been covered by the present *ad hoc* enquiry. Of the 13,914 persons covered, 5,939 (42.7 per cent) were workers in tanneries and the rest (7,975 or 57.3 per cent) in leather goods factories.

The total number of units selected for the enquiry was 13, out of which 11 were regulated and 2 unregulated. The following tables give the figures of employment in all the sampled units as in August 1939 and January 1944.

TABLE II-A.

August 1939.

Serial No. of factory.	Men		Women		Children		Total
	Employed directly	Employed by contractors.	Employed directly	Employed by contractors.	Employed directly	Employed by contractors.	
1	33	..	..	..	8	..	41
2	2,319	..	13	..	38	..	2,370
3	32	..	..	..	..	..	32
4	..	..	..	..	..	..	..
5	265	45	..	..	..	..	310
6	..	..	..	..	..	..	..
7	..	..	..	..	..	..	..
8	..	..	..	..	..	..	..
9	519	..	51	..	..	..	570
10	..	..	..	..	..	..	..
11	..	..	..	..	..	..	..
12	..	..	..	..	..	..	..
13	..	..	..	..	..	..	..
Total	3,168	45	64	..	46	..	3,323

TABLE II-B.

January 1944.

Serial No. of factory.	Men		Women		Children		Total
	Directly employed	Employed by contractors.	Directly employed	Employed by contractors.	Directly employed	Employed by contractors	
1	33	..	..	..	4	..	37
2	7,050	..	..	..	16	..	7,066
3	320	24	..	..	6	..	350
4	346	21	..	..	..	..	367
5	273	47	..	..	..	..	320
6	196	57	..	..	..	..	253
7	104	..	..	15	..	..	119
8	40	..	..	..	..	..	40
9	1,131	..	35	..	..	..	1,166
10	105	..	..	..	..	..	105
11	68	7	..	..	..	..	75
12	..	67	..	..	..	..	67
13	3,949	..	..	..	..	..	3,949
Total	13,615	223	35	15	26	..	13,914

Men, Women and Children.—Of the 13,914 persons employed in the sampled units in January 1944, 13,838 were men, 50 were women and 26 were children. This shows that the employment of women and children was very small. Personal investigations carried out in the various tanneries at Jajmau (Cawnpore), however, indicated that a number of women were employed for bringing the bark into and taking the used bark outside the factories. These women were employed directly either by the factories or by the contractors. When my investigating staff paid surprise visits to two tanneries, about 6 to 7 women were being rushed out from the back door to escape detection. The fact of the secret employment of women was further corroborated by the evidence of some women workers. Though my staff did not visit the factories as inspectors, the employers took them as such, and in certain cases, it was pointed out that women employees had been asked to absent themselves during our visit. The names of women workers do not appear on the attendance registers. The object of this practice is to pay them low wages (6 to 7 annas per day) without dearness allowance and to avoid the liability of payment of maternity benefits. Though persons directly connected with labour at Cawnpore gave out the number of such unrecorded female employees as 70, a modest estimate would be at least 40.

Contract Labour.—A comparatively new phase of employment in tanneries is the growth of contract labour. In six tanneries, certain workers were employed by contractors who were their paymasters. This system is economical to the employers because they are not required to pay dearness allowance for contract labour. The contractors have no scruples or fear of law to prevent them from their merciless exploitation. They do not maintain any regular registers showing their names and attendance or the payment of wages. In one tannery, a contractor was found beating the workmen when I and my investigating staff paid a visit. Some of the contractors have employed Pathan overseers for the purpose. There is no security of employment for these workers as they can be dismissed at will without the payment of their dues. Three labourers working under a particular contractor were dismissed by the latter for giving their correct wages to my staff. The total number of contract labourers in the sampled units in January 1944 was 238, of whom 223 were men and 15 women.

Effects of War on Employment.—It is very difficult to estimate correctly the percentage increase in the number of tannery and leather goods workers at Cawnpore as a result of the present war. Some of the tanneries have not supplied figures of employment for August 1939, a few others have come into existence during the war. A rough estimate of the increase in employment has, however, been attempted on the basis of figures available from the records of a few tanneries :—

TABLE III.

Showing increase in employment since the war.

Serial number of factory.	Employment in August 1939	Employment in August 1943	Increase (+) or decrease (—)
1	41	37	—4
2	2,370	7,066	+4,696
3	52	350	+318
5	310	320	+10
9	570	1,166	+596
Total ..	3,323	8,939	+5,616

Recruitment.

In the tanneries and the leather goods factories of established repute and long standing, the most common method of recruitment is to enlist workers as and when required from among those who present themselves for employment at the gate. In certain tanneries, the sons and relatives of retiring or old employees are taken in their places. In three tanneries, shortage of trained labour compelled the employers to send some of the employees or agents to their native places to bring in new recruits. Normally, the 'gate system' of recruitment prevails in all the sampled units. The workers gathered at the gate are interviewed and selected by the manager or timekeeper, and, in some cases, by the proprietor himself. In the case of technical or skilled workers, there is a preliminary examination by the *mistry* or the foreman, as may be deemed necessary. Sometime, workers are employed on the strength of their past work and experience. In two factories, the work of recruiting persons at the gate is entrusted to labour officers. Numerous complaints were received by me against the system of recruitment obtaining in certain factories. It was pointed out that the *mistry* and foreman, more often than not, accepted some bribes for recommending certain persons, and, if a worker somehow managed to get employment direct, he was harassed by them. In one factory, where wages were slightly higher and naturally workers were anxious to seek employment, certain officials were alleged to be exacting bribes for securing them employment. There is no conclusive documentary evidence at my disposal to prove the extent of bribery in matters of employment, but, according to local information, it appears that, in some cases, a worker is compelled to pay from Rs. 10 to Rs. 15. Workers recruited as substitutes were also made to pay bribes. The question of recruitment of substitutes arises from the fact that a certain percentage of workers in each tannery is absent on each day and naturally some substitute or *badli* labour is required to do that work. There were workers in tanneries who have been doing *badli* work continuously for months together and in some cases for years. The following table shows the extent of substitute labour employed in the tanneries and leather goods factories in Cawnpore in 1943 and 1944.

TABLE IV.

Showing the number of badli labourers.

Month	1943 Average per working day	1944 Average per working day
January	317·7	152·5
February	352·5	262·1
March	317·7	248·1
April	158·6	504·7
May	248·4	660·6
June	259·2	624·1
July	428·9	303·2
August	428·3	414·8
September	298·9	355·9
October	302·1	776·1
November	316·2	754·1
December	274·1	..
Average for the whole year	308·55	459·85

Substitute labour is drawn mostly from the casual workers and its daily employment differs from month to month according to the requirements of various tanneries and the extent of absenteeism among regular employees.

Length of Service.

Statistics of length of service of permanent workers were available only in 6 units and the information is given in the following table :—

TABLE V.

Showing length of service of workers in six tanneries.

Serial number of the unit.	Total number of permanent employees.	Period of service in years.			
		0–1	1–5	5–10	over 10
5	320	143	130	30	17
6	253	252	1	..	..
7	36	25	11	..	..
8	40	31	9	..	..
11	58	17	41	..	..
12	67	32	35	..	..
Total	774	500	227	30	17
Percentage	100	64·6	29·3	3·9	2·2

Permanent and Temporary Workers.

Workers are classified as permanent and temporary only in 8 sampled units. In some, there is a third classification of "extra—temporary" staff, who are employed for some particular job without any right or claim to permanency and whose service can be terminated at any time without assigning any reasons therefor. In five factories there is no system of classification and the rights and privileges of all the workers are the same except that some monthly-rated employees, particularly the *mistries,* are entitled to a few days' casual leave with pay at the discretion of the management.

A permanent operative, according to the Employers' Association of Northern India, is one who has completed a probationary period of two months in the same occupation. The services of a permanent employee may be terminated by giving 14 days' notice with reasons (if asked for), or 12 days' wages in lieu thereof. In some tanneries, the permanent employees are entitled to 15 days' leave with pay in a year. A temporary employee is one who is engaged on work of an essentially temporary nature and his services are liable to be terminated without notice at any time and without assigning any reason whatsoever.

Labour Turnover.

Statistics of turnover of labour were available in 12 out of the 13 sampled units. According to the information supplied by the managers, it appears that retirement does not account for a large percentage of turnover. Nor are workers dismissed except on grave charges of theft, misbehaviour or gross negligence. In one concern, however, a number of workers were retrenched as there was according to the management, no work. But workers are, however, some time discharged on their refusal to work or on being absent without leave or for taking leave on frivolous excuses or when they are found wasting time. In some tanneries, it was reported that they were discharged in order to avoid the liability of payment of compensation for accidents. The majority however, leave their jobs voluntarily either to improve their prospects elsewhere or to go home on long leave.

The following table gives the statistics of labour turnover in 3 tanneries in 1939 and 9 tanneries in 1943 :—

TABLE VI.

Showing Labour Turnover.

Month	1939	1943
January	33	389
February	28	468
March	69	511
April	40	798
May	59	766
June	34	586
July	47	358
August	64	281
September	43	255
October	51	272
November	62	484
December	77	459
Total	607	5,627
Total daily employment in the tanneries concerned	2,712	12,209

Turnover is generally high in the harvesting and sowing seasons as would appear from the figures for November-December and March-May.

Absenteeism.

No statistics of absenteeism were available in any of the sampled units except one. The following table gives the data of monthly absenteeism in 1943 and 1944, as compiled from the attendance registers of this unit :—

TABLE VII.

Showing absenteeism.

Month	1943			1944		
	Percentage present	Percentage absent	Percentage on leave	Percentage present	Percentage absent	Percentage on leave.
January	90·41	7·58	2·01	90·36	3·11	6·53
February	90·94	6·81	2·25	91·82	6·15	2·03
March	90·41	7·58	2·01	90·03	6·54	3·43
April	87·62	8·81	3·57	88·72	6·97	4·31
May	85·54	10·12	3·34	87·79	6·92	5·29
June	90·82	5.03	4·15	88·47	5·77	5·76
July	88·91	7·78	3·31	87·21	6·27	6·52
August	93·80	3·29	2·91	90·01	6·14	3·85
September	89·66	7·18	3·16	90·44	4·92	4·64
October	85·33	10·91	3·76	93·87	3·25	2·88
November	90·49	6·89	2·62	89·50	7·14	3·36
December	92·84	5·07	2·09	..	..	..

This table shows that absenteeism is high in the sowing and harvesting seasons. The replies from the various tanneries regarding seasonal absenteeism indicate that in some concerns as many as 15 to 20 per cent. of the workers take leave at the harvesting or the sowing season, as the majority of workers

employed in tanneries are drawn from the rural areas. The average tanner is very desirous to keep contact with his village home. Besides, the housing difficulties at Cawnpore compel him to leave his place of employment for the village to see his wife and children. In some cases, illness or death of a member of the family or social calls like marriages, *saradhas*, and other ceremonies compel him to return to his village. Some concerns have taken steps to provide family quarters to their employees so as to reduce absenteeism. Some tanneries also discharge persons who absent themselves without sufficient cause. Medical leave without pay is granted by some employers on the production of a medical certificate from a recognised practitioner and in a few cases from the medical officer of the factories concerned. The payment of bonus in three factories is conditional upon continuous service without wilful absence.

Standing Orders.

Almost all the tanneries and leather goods factories at Cawnpore are members of the Employers' Association of Northern India and therefore follow the standing orders and service agreements as laid down by the Association. The standing orders have been approved by the Labour Commissioner of the United Provinces. The trade unions, on behalf of the workers, however, complain that their point of view was not obtained either by the employers or by the Labour Commissioner when the standing orders were approved and that certain clauses are against their interests. However, these standing orders determine the relationship between the employers and their employees and whatever may be their defects, they give certain powers to the Labour Commissioner and make his decision in conciliation proceedings binding on the parties. The decisions of the Labour Commissioner have always been accepted by the Employers' Association as final and binding upon them. For example, if the Labour Commissioner recommends the reinstatement of a dismissed workman, the employers always obey the orders.

Labour Officers.

Only two of the factories under investigation had labour officers to enquire into the grievances of workers. In one factory, there was, in addition, a welfare committee composed of elected representatives of various departments with the manager of the concern as the president. The labour officer in this unit had a humane system of dealing with the grievances of the workers and took a personal interest in their affairs. In the other concern, the labour officer was not so sympathetic. The worker lodges his complaint in the first instance with his departmental head, who then submits his report to the Labour Officer. In the majority of cases, the decisions of the latter are final, though intricate cases are sent up to the manager. As the manager has very little time to attend to such duties, he usually endorses the decision already taken. In some concerns, the grievances of the workers were looked into by the managers and in certain others by the time-keepers, and in two by the proprietors themselves.

Wages and Earnings.

Wage rates.—There have been no changes in the rates of basic wages in any of the bigger tanneries and all of them have paid dearness allowance to meet the increased cost of living due to war. In the case of some of the smaller units, basic rates have been increased but no dearness allowances are paid. In the case of a few other smaller units, basic wages have been depressed on the ground that wages given to the workmen before the award of the Labour Commissioner had already been increased and that dearness allowance would be given not on the increased wages but on the pre-war level of

wages. Only one tannery has increased its basic wages in all departments (as shown in the following table). It also pays dearness allowance at full rates.

TABLE VIII.

Occupations	1939	1943
Bark Department—		
(1) Bark Jamadar	Rs. 15 per month	Rs. 20 per month.
(2) Men and women	Rs. 0-4-0 per day	Rs. 0-4-0 to 0-6-0 per day.
Currier Shop —		
(3) Mistry	Rs. 18 to 22 p.m.	Rs. 25 to Rs. 30 p.m.
(4) Buffer	Rs. 14 to 15 p.m.	Rs. 17 per Month.
(5) Scourer	Rs. 15.	Rs. 18 per month.
(6) Hand Staker	Rs. 13	Rs. 16 per month.
(7) Tallow man	Rs. 13	Rs. 17 per month.
(8) Splitter	Rs. 13 to Rs. 17.	Rs. 22 per month.
(9) Staker	Rs. 17.	Rs. 22 per month.
(10) Glazer	Rs. 12.	Rs. 20 per month.
(11) Dyer	Rs. 10 to Rs. 14.	Rs. 19 per month.
(12) Setter	Rs. 20.	Rs. 30 per month.
(13) Roller	Rs. 25.	Rs. 30 per month.
(14) Drummer	Rs. 10 to Rs. 15.	Rs. 15 per month.
Chrome Department—		
(15) Mistry	Rs. 25.	Rs. 30 to Rs. 40.
(16) Shaver	Rs. 20 to Rs. 22.	Rs. 27 to Rs. 30.
(17) Stamer	Rs. 11 to Rs. 13.	Rs. 14.
(18) Staker	Rs. 16 to Rs. 18.	Rs. 16 to Rs. 18.
(19) Hand Setter	Rs. 11.	Rs. 19.
(20) Glazer	Rs. 12 to Rs. 15.	Rs. 18.
(21) Dyer	Rs. 12	Rs. 15.
(22) Trainer	Rs. 11 to Rs. 12.	Rs. 14.
(23) Buffer	Rs. 16.	Rs. 17 to Rs. 24.
(24) Drummer	Rs. 12.	Rs. 15.
(25) Setter	Rs. 13 to Rs. 15	Rs. 20.
(26) Splitter	Rs. 13 to Rs. 15	Rs. 16.

In the case of the leather goods factories, basic wages have been increased by 200 to 309 per cent. in all the unregulated units, though no dearness allowances are paid by them. An average shoe maker who used to get Re. 1 per day in the *karkhanas* in the pre-war days now earns Rs. 2 to Rs. 3 per day.

Contract Labour.—**There is positive and conclusive evidence that the wage** rates of workers employed through contractors are less than those for similar workers employed directly. The contractors' workmen usually get 7 to 10 annas per day inclusive of all allowances, while the workers directly employed get a minimum of 14 annas and an average of Re. 1 to Rs. 1|2.

Principles of Wage Fixation.—The wages of time-rated persons are determined, as a rule, on the basis of their efficiency, skill and experience. Generally, workers are drawn from the professional *chamars* in the tanneries and the leather goods factories and their wages are, more often than not, fixed slightly above the wages of the raw hands. In the boot and shoe making factories, however, where the wages are mostly on a piece basis, the same rates are paid for all classes of workers doing the same job. In one big factory, however, specially trained persons with long experience have been employed to make ladies' shoes, and their wages have been fixed in accordance with their ability and workmanship. The wage differentials between the various occupations are roughly determined on the basis of differences in the skill required for different jobs. In one leather goods factory, the daily record of the outturn of daily-rated workers is kept and from these figures have been determined the existing rates of piece-wages.

"*Systems of Wage Payments and Wage Periods*:—As a rule, piece wages are common in the leather goods factories and time wages in the tanneries. In the case of superior class of ladies' and gents' shoes, however, some factories, particularly the unregulated *karkhanas*, have adopted the time-wage system. In *chappal* making, on the other hand, the piece-rate system is common both in the regulated and the unregulated factories and also at the Government Chappal Factory under the Industries Department. The following table shows the number and percentages of piece-rate and time rate workers in the tanneries and leather goods factories under investigation :—

TABLE IX.

(*Figures within brackets indicate percentages to total*)

Code number of the factory	Number of time-rated workers.	Number of piece-rated workers.	Total
1	4 (10·8)	33 (89·2)	37
2	2,826 (39·9)	4,240 (60·1)	7,066
3	350 (100)	.. (0)	350
4	341 (93·0)	26 (7·0)	367
5	320 (100)	.. (0)	320
6	196 (77·5)	57 (22·5)	253
7	83 (69·7)	36 (30·3)	119
8	40 (100)	.. (0)	40
9	1,166 (100)	.. (0)	1,166
10	105 (100)	.. (0)	105
11	75 (100)	.. (0)	75
12	25 (37·3)	42 (62·7)	67
13	1,239 (31·2)	2,710 (68·8)	3,949
Grand Total ..	6,770 (48·7)	7,144 (51·3)	13,914 (100·0)

Though the tannery worker is paid both on piece and time basis, a minimum amount of work per day is obligatory on him. If any portion of it is not done on any particular day, he is required to make good the same on the following day. Workers in the lime pits in tanneries are required to do the following piece-work per day :—

Process	Work to be done per day.
1. Handling ..	110 hides per two workers.
2. Washing ..	125 hides per two workers.
3. Scudding ..	85 hides per worker.
4. Unhairing ..	80 hides per worker.
5. Fleshing ..	18 buffaloe hides per head or 30 buffaloe calf hides or 22 cow hides

In some tanneries, wages for the preparation of bark liquor are paid on a contract basis at the rate of Rs. 2|6 per tank. On an average, five persons can prepare one tank per day, and, in a very small number of cases, 3 tanks in two days.

In four tanneries, there is the 'gang system' of wage payment in the currier shop. Setters, Glazers, Buffers, Splitters, etc., are daily rated and are paid, in addition to their daily wages their proportionate share of the gang wages. Normally, there are separate gangs of workers doing one process only. An account of the work done by each gang is kept separately and at the time of payment the worker gets his share of the gang's earnings. The payment of wages, however, is not made through the gangmen or any *chawdhri* but is done direct by the employers.

Out of the thirteen factories under investigation, 4 have the fortnightly system of wage payment and wages are paid on the 7th and the 22nd of each month. Only one factory pays wages daily on the evening of each day. In eight tanneries, workers are paid monthly on the 10th day of the following month at the latest. The provisions of the Payment of Wages Act are, in this respect, strictly observed and the date of wage payment is declared in advance. In small factories, wages are normally paid on one single day to the entire staff. In the big factories, there are fixed days for payment of wages for each department but, in no case, payments are withheld beyond 10 days of the wage period. Each worker has a right to get his account scrutinised, in case he suspects any mistake. In factories where the monthly system of payment is prevalent, workers are normally permitted to draw an advance against their earnings during the currency of the month and the total amount thus drawn is deducted on the pay day. This system of taking advance payment is common both among the daily rated and the piece rated workers in some of the smaller tanneries.

Contract Labour.—Wage payments by contractors are hopelessly irregular and the provisions of the Payment of Wages Act are generally ignored. I examined some contractors and asked them to produce their wage registers. With the exception of two, who produced rough pencil notes, no other contractor had any record. More often than not, workers, according to the evidence at my disposal, are indebted to contractors, who not only make in some cases arrangements for their lodging but also introduce them to the *Mahajan* and stand surety for any credit purchases made by them. Workers are normally ignorant of the wages paid to them. Even the intelligent among them could hardly say that they were getting 8 to 10 annas per day but they did not know how much of the same was dearness allowance and how much the basic wage, though at the time of enquiry each worker, according to the cost of living index figure, was probably entitled to As. 12|6 per day as dearness allowance alone.

Overtime.—Overtime work is most common in the leather goods manufacturing concerns but rare in the tanneries. It is not compulsory, but workers of their own free will like to work overtime. The provisions of the Factories Act are strictly observed in the matter of the calculation of overtime wages. Some tanneries maintain separate registers for recording overtime; but each day's overtime is noted in the attendance register itself. Workers are at liberty to verify these entries. The contractors maintain no register of overtime and it is not known at what rate payment is made for overtime work. Some contractors even admitted that overtime wages were paid at flat rates and not at the rates prescribed in the Factories Act.

Deductions.—Deductions from the wages of workers directly employed are invariably those which are permissible under the Payment of Wages Act. They are made either in respect of house-rent or the recovery of loans taken from the co-operative societies or for advance payments received during the wage period. In some cases, deductions are made for food grains and other commodities supplied from the grain shop run by the factories.

Fines.—There is no system of fines in the sampled units. In the case of contract labour, complaints were received of not only fines and illegal deductions but also of corporal punishment.

Dearness Allowance.—The employers have been paying some dearness allowance since the war to meet the increased cost of living. Barring 4 factories, the scales of dearness allowance were not adequate and were mostly arbitrary. Some tanneries had started the system of consolidated wages inclusive of dearness allowance. But the matter was taken up by the Labour Commissioner in his conciliation proceedings in June 1943. Five of the sampled units attended the proceedings and the award of the Labour Commissioner granting the Jute Mill scale of dearness allowance of the Employers' Association of Northern India was later enforced by the Government of the United Provinces under the Defence of India Rules. Later on, one more sampled tannery was asked to pay dearness allowance on the basis of the Jute Mill scale under the second award of the Labour Commissioner.

The following table gives details of dearness allowance granted by the Employers' Association of Northern India on the basis of the monthly cost of living index figures prepared by the Cawnpore Labour Office :—

TABLE X.

Showing rates of dearness allowance for different categories of wages.

Wage Category	Above 100 but not exceeding 120.	From 121 to 140	From 141 to 160	From 161 to 180	From 181 to 200	From 201 to 310.
1	2	3	4	5	6	7
(Jute Mills)						
	Annas in the rupee					
Under Rs. 14	2	4	5	7	As in Col 5 or a minimum of 5 annas per worker per day (equivalent f a minimum of Rs. 8-2-0 per mensem of 26 working days whichever is greater.	As in Column 6 plus one pie per point of increase beyond 200 per worker per day (calculated to the nearest anna).
Rs. 14 but under Rs. 18 ..	1½	3	4	6		
Rs. 18 but under Rs. 24 ..	1	2½	3½	4½		
Rs. 24 but under Rs. 30 ..	½	2	3	4		
Rs. 30 but under Rs. 75 and upto Rs. 150.	Nil	1½	2½	3		
(Textile, Woollen and Leather Factories).						
	Annas in the rupee					
Under Rs. 19	2	4	5	7	As in Column 5 or a minimum of 6½ annas per worker per day (equivalent of a minimum of Rs. 10-9-0 per mensem of 26 working days) whichever is greater.	As in Column 6 plus 1·4 pies per point of increase beyond 200 per worker per day (calculated to the nearest anna).
Rs. 19 but under Rs. 25 ..	1½	3	4	5½		
Rs. 25 but under Rs. 32-8-0	1	2½	3½	5		
Rs. 32-8-0 but under Rs. 40	¾	2¼	3¼	4¼		
Rs. 40 but under Rs. 59 ..	½	2	3	4		
Rs. 59 but under Rs. 75 ..	½	2	3	4		
Rs. 75 and upto Rs. 150	Nil	1½	2½	3		

Four different scales of dearness allowance are paid by the tanneries at Cawnpore. Two tanneries in the sample pay the 'Leather Factories Scale' and six 'the Jute Mill Scale'. Tanneries which do not run grain shops at concessional rates are required to pay dearness allowance at a scale 25 per cent. higher than the Jute Mill Scale. One tannery pays the scale granted to Government employees from time to time. As noted already, scales of dearness allowance vary with the cost of living index figure prepared by the Cawnpore Labour Office. For some time past the Labour Office has been preparing, in addition to the general cost of living index, a subsidiary index, based on the average of the open market prices on the one hand and on the other at the prices at which commodities are made available by the employers. This subsidiary index figure is the basis of grant of dearness allowance by those concerns that supply food grains and other commodities in reasonable quantities as prescribed by the Labour Commissioner.

Some of the factories under investigation granted an annual bonus at the rate of 2 annas per rupee in 1941 and 4 annas in the rupee in 1942 and 1943. All these concessions by way of dearness allowance or bonus are purely temporary for the duration of the war or till such date as the cost of living records a fall.

Analysis of wages and earnnigs.

Data of wages and earnings (basic, gross and net) in the tanning and leather goods factories at Cawnpore were collected from the pay rolls of all the 13 sampled units. These data covered 2,506 samples out of a total of 9,993 workers (25.1 per cent.) at the time of inquiry as shown in table XI.

TABLE XI.

Serial number of concern.	No. of samples.	Total number of workers.
1	18	26
2	1,147	4,645
3	19	61
4	45	415
5	72	241
6	152	202
7	21	68
8	31	100
9	113	485
10	21	51
11	25	65
12	28	61
13	814	3,505
Total	2,506	9,993

Out of a total number of 9,993 workers, only 34 were women and all of them were on a time-rate basis. Among the men, 6,895 were time-rated and the rest 3,064 were piece-rated.

The data relating to basic wages and net earnings refer to the largest number of workers who have worked the same number of days during the wage period. Dividing the *per capita* wages and net earnings earned by each group of workers by the number of days worked by them, we get the average *per capita* daily wages and net earnings. This forms the basis for comparing wages and earnings between one occupation and another in the sampled units, and for determining the general level of wages and earnings in the industry as a whole.

Analysis of wages and earnings according to occupations.—The analysis of the wage data of the sampled units according to occupations is subject to two important limitations. Firstly, only 3 units combined both tanning and manufacturing while 8 were purely tanneries, and 2 were purely manufacturing concerns. Among the concerns, which carried on manufacturing processes, there were considerable differences in the types of goods manufactured by them and consequently in the nature of work in different occupations. Hence, the analysis of wages and earnings had to be confined only to tanning. Secondly, though there were about 15 important occupations in tanning, there were only a few workers or no workers at all in some of the occupations of a large number of tanneries, particularly the smaller ones. This is due to the fact that all the processes of work in the smaller tanneries are carried on by groups of workers organised as gangs.

From the available data analysed according to occupations and given in table XII, the following general conclusions may be drawn :—

(1) Wages and earnings are generally low among coolies and handlers, obviously because of the unskilled character of their work while they are high among mistries or the supervisory staff. The differences in the wages and earnings of the mistries and assistant mistries from one factory to another are due of course to the differences in the nature of responsibilities in the different units.

(2) The wages and earnings of scudders, stakers and setters show a fair degree of consistency from factory to factory while those of fleshers, shavers and scourers record rather remarkable variations. This is due to the fact that workers in the former group are comparatively less skilled than those in the latter group and that bigger factories, as a rule, pay higher wages to skilled workmen than the smaller factories.

(3) Another factor contributing to the variations in the earnings of workers between one factory and another is the payment of varying scales of dearness allowance (*cf.* the units bearing the code numbers 2, 4, 5 and 9).

Table XII.

Code Number of the factory.	Average daily.	Flesher	Scudder	Soakman	Coolies	Mistry	Assistant mistry	Staker	Handler
		Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.
2	Wages	0 12 3	0 7 8	0 8 0	0 10 2	1 2 1	..	..	..
	Net earnings	1 12 10	1 7 7	1 9 1	1 12 6	2 6 9	..	..	..
3	Wages	..	0 6 3	..	0 6 6	1 8 8	1 0 8	..	..
	Net earnings	..	1 2 4	..	1 4 3	2 7 2	1 13 11	..	..
4	Wages	0 7 5	..	..	0 6 1	1 4 5	0 7 6	0 11 10	0 6 2
	Net earnings	1 0 7	..	..	0 15 1	1 15 1	1 0 9	1 7 6	0 15 6
5	Wages	0 11 6	..	..	0 7 0	1 1 9	..	..	0 7 4
	Net earnings	1 6 10	..	..	1 2 6	1 13 7	..	..	1 2 10
6	Wages	0 10 5	..	..	0 5 6	0 9 8	..	..	0 4 11
	Net earnings	1 5 9	..	..	1 0 6	1 2 11	..	..	1 0 6
7	Wages	..	..	..	0 4 11	0 7 5	..	..	0 4 11
	Net earnings	..	..	..	1 0 6	1 2 6	..	..	1 0 6
8	Wages	..	..	..	0 5 9	1 2 4	..	..	..
	Net earnings	..	..	..	1 4 3	1 15 2	..	..	..
9	Wages	0 13 7	..	..	0 8 3	1 3 8	..	0 11 8	..
	Net earnings	1 14 11	..	..	1 5 9	2 3 9	..	1 7 8	..
10	Wages	0 7 0	0 6 0	0 5 0	0 4 11	0 12 0	..	..	..
	Net earnings	1 3 0	1 2 0	1 1 0	1 0 11	1 8 0	..	..	..
11	Wages	0 12 0	..	..	0 6 3	..	..	..	..
	Net earnings	1 8 2	..	..	1 2 3	..	..	..	..
13	Wages	0 15 0	..	..	0 8 0	1 6 6	..	..	..
	Net earnings	1 14 7	..	..	1 3 0	2 3 0	..	..	..

TABLE XII—contd.

Code Number of the factory.	Average daily.	Buffer	Setter	Drumman	Pitman	Glazer	Shaver	Scourer	Unhairer
		Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.
2	Wages	..	..	0 7 10	0 10 6	..	..	..	0 10 2
	Net earnings	..	..	1 8 2	1 10 10	..	..	..	1 9 6
3	Wages	..	0 6 6	..	..	..	..	..	..
	Net earnings	..	1 3 2	..	..	..	..	..	..
4	Wages	0 5 11	0 6 0	..	..	0 6 9	1 1 9	..	..
	Net earnings	0 15 1	1 2 0	..	..	1 0 0	1 13 9	..	..
5	Wages	..	0 7 9	..	..	..	0 9 4	0 7 3	..
	Net earnings	..	1 3 2	..	..	..	1 9 10	1 3 9	..
6	Wages	..	0 6 4	..	0 6 4	..	..	..	..
	Net earnings	..	1 0 2	..	1 0 11	..	..	..	..
7	Wages	..	..	..	..	..	..	..	..
	Net earnings	..	..	..	..	..	..	..	..
8	Wages	..	..	..	..	..	..	..	..
	Net earnings	..	..	..	..	..	..	..	..
9	Wages	0 11 1	0 8 11	0 8 0	..	0 8 9	0 12 3	0 10 10	..
	Net earnings	1 7 6	1 4 11	1 4 4	..	1 5 1	1 9 2	1 5 1	..
10	Wages	..	0 5 0	..	0 5 0	..	..	0 5 0	..
	Net earnings	..	1 1 0	..	1 1 0	..	..	1 1 0	..
11	Wages	..	0 7 4	..	..	..	..	0 5 2	..
	Net earnings	..	1 3 0	..	..	..	..	1 1 2	..
13	Wages	..	0 8 6	0 14 9	..	..	..	..	0 12 6
	Net earnings	..	1 2 3	1 14 10	..	..	..	..	1 8 4

Analysis of the data according to income groups.—Tables XIII and XIV set forth the details of the analysis of the data of average daily wages and net earnings into specified wage groups and income groups.

TABLE XIII.

Frequency table showing average daily wages in the tanneries and leather goods factories at Cawnpore.

Serial No.	Wage Groups	Number and percentage of workers in specified wage groups											
		Men			Women			Number			Total Percentage		
		Piece	Time	Total	Piece	Time	Total	Piece	Time	Total	Piece	Time	Total
1	Less than 4 Annas	..	..	..	..	34	34	..	34	34	..	0·5	0·4
2	From 4 As. to 0-5-11	..	324	324	..	..	..	..	324	324	..	4·7	3·1
3	From 6 As. to 0-7-11 ..	49	1,184	1,233	..	..	..	49	1,184	1,233	1·6	17·1	12·1
4	From 8 As. to 0-9-11	57	1,106	1,163	..	..	..	57	1,106	1,163	1·9	15·9	11·6
5	From 10 As. to 0-11-11 ..	243	888	1,131	..	..	..	243	888	1,131	7·9	12·8	11·4
6	From 12 As. to 0-13-11 ..	34	2,245	2,279	..	..	..	34	2,245	2,279	1·1	32·4	22·8
7	From 14As. to 0-15-11 ..	19	189	208	..	..	..	19	189	208	0·6	2·7	2·1
8	From Re. 1 to Rs. 1-1-11 ..	140	565	705	..	..	..	140	565	705	4·6	8·2	7·2
9	From Rs 1-2-0 to 1-3-11 ..	369	98	467	..	..	..	369	98	467	12·0	1·4	4·7
10	From Rs. 1-4-0 to 1-7-11 ..	157	196	353	..	..	..	157	196	353	5·1	2·8	3·5
11	From Rs. 1-8-0 to 1-11-11 ..	315	19	334	..	..	..	315	19	334	10·3	0·3	3·3
12	From Rs. 1-12-0 to 1-15-11 ..	959	48	1,007	..	..	..	959	48	1,007	31·3	0·7	10·2
13	Over Re. 2	722	33	755	..	..	..	722	33	755	23·6	0·5	7·6
	Total ..	3,064	6,895	9,959	..	34	34	3,064	6,929	9,993	100	100	100

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TABLE XIV.

Frequency table showing average net earnings per day.

Serial No.	Daily net earnings	Number and percentage of workers in specified earning groups.											
		Men			Women			Number			Total Percentage		
		P	T	Total	P	T	Total	P	T	Total	P	T	Total
1	Less than 8 Annas	..	..	..	..	..	..	..	..	..	..	..	..
2	From 8 As. to 0-11-11	..	..	..	..	..	..	..	..	..	..	..	..
3	From As. 12 to 0-15-11 ..	..	361	361	..	..	..	..	361	361	..	5·2	3·6
4	From Re. 1 to Rs. 1-3-11	2	1,099	1,101	..	34	34	2	1,133	1,135	0·1	16·4	11·4
5	From Rs. 1-4-0 to Rs. 1-7-11 ..	98	1,012	1,110	..	..	..	98	1,012	1,110	3·2	14·6	11·1
6	From Rs. 1-8-0 to Rs. 1-11-11 ..	265	819	1,084	..		..	265	819	1,084	8·6	11·8	10·8
7	From Rs. 1-12-0 to Rs 1-15-11 ..	44	2,536	2,580	..	..	..	44	2,536	2,580	1·4	36·6	25·8
8	From Rs. 2 to Rs. 2-3-11 ..	163	293	456	..	..	..	163	293	456	5·3	4·2	4·5
9	From Rs. 2-4-0 to Rs. 2-7-11 ..	503	553	1,056	..	..	..	503	553	1,056	16·4	8·0	10·6
10	Over Rs. 2-8-0	1 989	222	2,211	..	..	..	989	222	2,211	65·0	3·2	22·1
	Total ..	3,064	6,895	9,959	..	34	34	3,064	6,929	9,993	100·0	100·0	100·0

The general conclusions suggested by these data are as follows :—

(1) All the 34 women workers occupy the lowest wage group of "less than 4 annas" but the payment of a handsome dearness allowance raises their earnings to "Re. 1-0 0 to Rs. 1-3-11"

(2) With regard to men, it is seen that 36.5 per cent. of piece-rate workers are in receipt of wages ranging between Re. 1|- and over Rs. 2|- —17.8 per cent. actually occupying the two highest wage groups (Nos. 12 and 13). On the other hand, by far the largest number of time-rate workers (78.2 per cent.) are found in the wage groups between 6 as. and below 14 as. Such divergent trends in the wages of piece-rate and time-rate workers indicate, of course, that in certain branches of the leather industry at Cawnpore (*e.g.*, the manufacture of army boots, harness and saddlery) there are highly skilled workmen earning handsome wages, while in certain others like tanning and the making of *chappals*, there are also a considerable number of comparatively less skilled workmen earning lower wages. However, taking the industry as a whole, it is seen that, though about 20 per cent. of the workers are in receipt of an average wage of Rs. 1|8|- and above, 61.4 per cent. are actually earning less than 14 as. per day.

(3) The position with regard to earnings is however more satisfactory. For the average daily net earnings, thanks to the enforcement by the U. P. Government of the award of the Labour Commissioner with regard to the payment of dearness allowance, are not less than 12 as. while those of 75 per cent. of the workers are Rs. 1|8 and above. In fact, 32.7 per cent. of the workers earn on an average between Rs. 2|4 and over Rs 2|8. This means that their monthly earnings on the basis of 26 working days would amount to not less than Rs. 60|-. Nevertheless, the economic conditions of the tannery and the leather goods workers are far from satisfactory as evidenced by the large percentage of indebtedness among them, particularly of borrowings for domestic needs. Unfortunately, the causes of this unsatisfactory situation are to be found in the high percentage of absenteeism from work, wasteful expenditure in gambling, etc., which could perhaps be eradicated by a concerted programme of education and social reform.

Working Conditions.

The general working conditions of the tanneries were far from satisfactory. With the exception of two of the sampled units, the rest were either in an unsatisfactory or in an actually intolerable condition. The premises and surroundings of many of the sampled units were extremely dirty and insanitary. In 3, whitewashing was overdue and in 3 others it had not been done for years. In one unit, the entire building was in a dilapidated condition with no roofing whatsoever for the lime house and the currier shop. Roofing was *pucca* only in two tanneries, while it consisted of tin sheets in 3, of thatch in 3 and of tile in 3 others.

Latrines and urinals.—Though almost all the tanneries have provided latrines and urinals inside the premises and two have provided flush apparatus, yet in the majority of cases the walls were not whitewashed according to the Rules of the Factories Act. There were no tin receptacles in two latrines. In 5 tanneries, these receptacles had not been tarred. Several of the latrines were not properly cleaned and, in 7, the sweepers were found hurriedly doing their work at the approach of my investigating staff. In two cases, the managers sent for the sweepers secretly. The latrines were found to be so dirty that they did not seem to have been cleaned for several days. The use of disinfectants in the latrines and urinals was conspicuous by its absence and, in 4 tanneries, the managers apologetically accepted that the sweepers had not been provided with disinfectants.

There are no bath-rooms in any of the sampled units.

Drinking Water.—Facilities exist for the supply of cool water in summer only in 3 tanneries. In other tanneries workers had to make their own arrangements. Iced water was supplied only in one unit but it was inadequate.

Disposal of the effluent.—Most of the tanneries are situated on the banks of the Ganges and the effluent is therefore easily drained into it. In six tanneries, there were underground drains from the lime house and tan yards to the main drain which carried the effluent into the river. In three tanneries, however, the effluent was allowed to run through an uncovered *katcha* drain upto a certain point where it disappeared into the main underground drain. At the time of my visit, the municipal main in Jajmau had been damaged and the stinking water passed through the village in an uncovered drain. The trade unionists complained that the Local Board had not paid any heed to the matter for the last 3 months. No wonder that the Jajmau area is the worst sufferer in times of cholera and other epidemics. In fact, there was a very large number of malarial cases under treatment at the dispensaries in Jajmau. In one tannery the effluent was stored up in a *katcha* tank inside the premises emitting the worst possible stink and breeding mosquitoes. What was worse, four workers lived permanently on these premises.

The following table shows that, though the number of latrines, urinals and taps is fairly adequate, there are no bath rooms or wash basins provided in any of the sampled units.

TABLE XV.

Serial number of tannery.	Number of workers employed.	Latrines.	Urinals.	Taps.	Bath-rooms.	Wash basins.
1	37	3	1	4	Nil	Nil
3	350	7	2	8	Nil	Nil
4	367	14	..	5	Nil	Nil
5	320	7	2	4	Nil	Nil
6	253	6	3	3	Nil	Nil
7	119	4	1	3	Nil	Nil
8	40	4	3	2	Nil	Nil
9	1,166	17	3	10	Nil	Nil
10	105	4	..	2	Nil	Nil
11	75	4	4	7	Nil	Nil
12	67	4	2	2	Nil	Nil
Total ..	2,899	74	21	51	..	..

Working Hours.—Only 3 tanneries worked night shifts extending from 8½ to 10 hours with intervals ranging from half an hour to one. The usual day shift in the tanneries starts at 8 or 8-30 a.m. and goes up to 6 or 6-30 p.m. The total spread-over is 10 hours while the actual period of work is 9 hours. The rest period is invariably one hour. In two tanneries workers on the day shift were also required to be on duty on the night shift and were paid at a flat rate for both day and night shifts. The registers maintained by them confirmed the complaints of workers that the spreadover, to all intents and purposes, was 24 hours. Needless to say that this is in contravention of the provisions of the Factories Act. In some cases, workers

were employed during rest intervals too. Only in the bigger tanneries, working hours were strictly observed ; but in small concerns there was lot of infringement. In the case of workers employed and paid by contractors, there appeared to be no limit to working hours and, in 3 tanneries where some persons were found working beyond the scheduled working hours, the managers tried to absolve themselves of the responsibility by saying that they were contractors' men. It must be emphasized that these men, whether employed directly by the employers or by the contractors, are for all practical purposes 'workers' under section 2 (b) of the Factories Act.

There was no multiple or overlapping system of shifts in any of the tanneries. In factories where there were night shifts, work was so arranged that each individual worker worked in the day and night shifts on alternate weeks. Table XVI gives details of the working hours and shift systems in 12 out of the 13 sampled units :—

TABLE XVI.

	Day shift				Night shift			
Code number of factory.	Actual working hours.	Total period of work	Rest interval.	Duration of rest.	Actual working hours.	Total period of work.	Rest interval.	Duration of rest.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1 (a)	8-30 a.m. to 6-30 p.m. for adults.	10 hrs.	1 p.m. to 2 p.m.	1 hr.	..	..	..	..
(b)	10-30 a.m. to 5-30 for non-adults.	7 hrs.	1 p.m. to to 2 p.m.	1 hr.	..	..	..	..
2 (a)	6 p.m. to 2-30 p.m.	8½ hrs.	10 a.m. to 10-30 a.m.	½ hr.	3-30 p.m. to 12 midnight	8½ hrs.	6-30 p.m. to 7-30 p.m.	1 hr.
(b)	7 a.m. to 5 p.m.	10 hrs.	12 noon to 1 p.m.	1 hr.	..	..	..	..
3	8 a.m. to 5 p.m.	10 hrs.	1 to 2 p.m.	1 hr.	7 p.m. to 5 a.m.	10 hrs.	12 midnight to 1 a.m.	1 hr.
4	8 a.m. to 6 p.m.	10 hrs.	1 to 2 p.m.	1 hr.	..	..	..	..
5	8 a.m. to 6 p.m.	10 hrs.	1 to 2 p.m.	1 hr.	..	..	..	..
6	8 a.m. to 6 p.m.	10 hrs.	1 to 2 p.m.	1 hr.	7 p.m. to 5 a.m.	10 hrs.	12 midnight to 1 a.m.	1 hr.
7	8-30 a.m. to 6-30 p.m.	10 hrs.	1 to 2 p.m.	1 hr.	..	..	..	..
8	8-a.m. to 6 p.m.	10 hrs.	1 to 2 p.m.	1 hr.	..	..	..	..
9	8 a.m. to 6 p.m.	10 hrs.	1 to 2 p.m.	1 hr.	..	..	..	..
10	8 a.m. to 6 p.m.	10 hrs.	1 to 2 p.m.	1 hr.	..	..	..	..
11	8 a.m. to 6. p.m.	10 hrs.	1 to 2 p.m.	1 hr.	..	..	..	..
12	8-30 a.m. to 6-30 p.m.	10 hrs.	1 to 2 p.m.	1 hr.	..	..	..	..

Lay-out of the tanneries.—Almost all the tanneries are situated on the banks of the Ganges. Each tannery has a big gate and compound walls and entrance to it is prohibited except to the factory inspectorate staff. Moreover, it has a watch and ward department, and, as soon as any official desires entrance, one of the watchmen runs to the office inside and gives the necessary information. There are back doors in several tanneries, opening sometimes into the houses of the workers themselves.

Congestion.—There is not much congestion in any of the sampled units. According to the data given in the following table, (based upon a detailed investigation in 8 out of the 13 units) the average floor area per head is rather high—ranging from about 60 square feet in the machine department to about 100 square feet in the lime-yard, but the fact is that open spaces in each department are strewn with fleshings and other rubbish.

TABLE XVII.

Particulars.	Lime yard.	Currier-shop.	Tan yard.	Machine Department.
1. Floor Area in sq. ft.	55,263	47,586	54,822	17,420
2. Floor Area occupied by machinery	1,765	4,982	..	6,252
3. Net area available for workmen	53,498	42,604	54,822	11,168
4. Total no. of workers found working at the time of enquiry	549	523	658	180
5. Average area per head in s. ft.	97·45	81·46	83·32	62·04

Welfare Activities.

Creche.—As the sampled units did not employ many women, there was no provision of any *creche* for the children of working mothers. In one tannery, however, a portion of the verandah of the factory building was covered on 3 sides with gunny cloth to serve the purpose of a *creche*. In this were kept 5 baskets, each containing one child and a woman looked after all of them. There was absolutely no arrangement for feeding bottles, milk supply, swings, etc.

Rest Shelter.—Three tanneries have made some arrangements for the rest hour. In one, there was a shed $42' \times 32' \times 13\frac{1}{2}'$ covered with tiles and fitted with a radio set which was in a state of repair. The walls were built of bricks but flooring was *katcha*. There were no chairs or benches or any other seating arrangements. In a second tannery, the rest shed was under construction. In two tanneries employing over 500 persons each there was absolutely no arrangement for rest sheds and hence several workers spent their leisure hour in summer under the shade of trees inside the factory compound. The employers said that rest shelters were not of any use as many of the workers lived in the neighbourhood of tanneries and spent their leisure hours with their children at home. In the case of even those whose houses were very far off, rest shelters were not popular, because nothing was done by employers to make them attractive with the installation of fans, etc.

Canteens.—Two tanneries have tea canteens. One is run by the management and the other by the workmen's welfare committee. The latter is run on a co-operative basis, the price charged per six ounces of tea being only one pice. The canteen also supplied biscuits and other eatables at prices very much lower than those of the market.

Protective Equipment.—Only two tanneries provided boots to workers in the lime house and tan yard and three tanneries gave rubber gloves to lime house coolies. In one tannery, workers on the shaving and buffing machines were provided with nose caps or respirators. In almost all tanneries, the scudders and unhairers were provided with leather aprons. In three other tanneries, there was the system of giving overalls to workers in the lime houses and currier shops. In most of the tanneries, water is sprinkled by the water carrier inside the working rooms in order to keep them cool in summer. In one factory, there was a cooling plant and air conditioning apparatus fitted in some of the departments of leather goods manufacture.

First-aid boxes and dispensaries.—First-aid boxes were maintained by all the tanneries except two, with trained and qualified first aiders. Some of the employers provided their own dispensaries as well. In one of these, a homeopathic doctor distributed medicines free of cost to about 40 persons per day. In two other factories, there were allopathic dispensaries under qualified medical practitioners and about 200 persons visited them as outdoor patients per day. There was no system of periodical medical examination in any of the sampled factories. In two factories, workers were, however, examined before employment but there was no regular system of follow-up health care. Malaria, influenza, small-pox, etc., were the most common diseases. The medical officers denied the existence of anthrax. As most of the workers in the lime houses and tan yards were not provided with boots, they normally suffered from small wounds between the fingers of their feet. Either vaseline and mustard oil or wax was used by them as a cure for these cuts.

Education.—Only one of the sampled units has opened schools for the education of the children of its employees. There were three separate schools under the management of this concern—one for boys, another for girls and a third for adults. The attendance in the boys school on an average was 30 per day. In the girls school, there were two teachers with about 28 girls on roll. Besides, there was an industrial class where women and young girls were taught tailoring, stitching, etc. These schools were kept inside the premises of houses provided by employers and were run on modern lines in well-equipped buildings.

Grain shops.—Only 2 out of the 13 sampled units have opened grain shops for the supply of rice, wheat, sugar, *dals*, etc., to their workmen at controlled prices and, in the case of sugar, at concessional rates.

Free fuel.—In 5 tanneries workmen were given the bark fuel free of cost for their use. This was, indeed, a substantial help at a time when wood fuel and charcoal were selling at high prices.

Pensions and Gratuities.—The system of old age pension or retirement gratuities was found only in one tannery. Workers who have put in long and faithful service and are medically declared unfit to continue in their work, or the widows of employees with no earning members in the family, get pensions at the discretion of the management as a reward according to the following scales :—

Length of service.	Pension as a percentage of the monthly basic salary.	Minimum pension.
		Rs.
25 to 30 years	10	3
30 to 35 years	12	4
Over 35 years	15	5

Workers who have put in between 15 years and 25 years' service (or in exceptional circumstances even less service) may be granted a gratuity of four months' basic wages. Where the service is between 20 and 25 years, the gratuity may extend to six months' basic wages. Widows are given free quarters in the housing settlement, besides small plots of land to enable them to grow vegetables, etc., for their use. Blankets are also distributed free to them. Moreover, they are given training in the industrial class where they learn tailoring and other allied work.

Mutual Benefit Schemes.—There is a mutual benefit scheme in one unit. In its boot finishing department, there is a sick benefit club consisting of the permanent employees. They collect a voluntary subscription of one anna per fortnight and pay a sickness benefit of Rs. 3 per month in the event of illness. The Cawnpore Mazdoor Sabha also provides a number of reading rooms and libraries in the localities inhabited by workers.

Government Labour Welfare Centres.—Of the various welfare centres run by the Labour Department of the Government of the United Provinces, only one A class and two B class centres are situated near the tanneries and leather goods factories. The centre at Jajmau has got a library and a reading room where the average daily attendance is 30. The number of books issued is about 200 per month. There is also a child welfare and maternity section where a nurse massages the children and feeds them on milk. At this centre, there is also a homeopathic dispensary where medicine are distributed free to workers and their families. At the other centres at Gwaltoli, there is an industrial class where women are taught the art of tailoring and stitching. The dispensary here is an allopathic one. The Darshanpurwa centre is also a ' B ' class centre with this difference that it has its own extensive fields for outdoor games while at Gwaltoli the playgrounds have been given by the Municipal Board. In all these three centres radio sets have been installed and there are besides facilities for various indoor games. Moreover, there are regular music parties where the ' paid ' musicians of the Labour Department entertain the workers. The milk distributed at the welfare centre was tested before me and it was found to contain 25 per cent. water. It may perhaps be advisable to distribute tinned milk in place of the present adulterated supply which is of a doubtful value. The U. P. Government have two cinema vans and certain vernacular talkie films are shown free to workers at these centres. Health visitors whose duty is to look after pre-natal and post-natal cases are also attached to welfare centres.

Labour laws and their working.

All but 2 of the 13 tanneries and leather goods factories under investigation at Cawnpore come under the Factories Act, 1934. The Act is fairly well observed in the bigger tanneries except that, in two cases, whitewashing of latrines was overdue and, in one, buckets were not provided for night soil as per Factory Rules. The smaller factories violate the provisions of the Act even in respect of working hours and rest intervals.

Under the U. P. Rules, framed under the Factories Act, a factory owner should submit a plan of the portion of the factory where machinery is to be installed and obtain a ' certificate of stability ' from the Chief Inspector of Factories and Boilers before he commences work. One tannery was found using machinery in a thatched shed hardly six to seven feet high without having obtained the ' certificate of stability '. In another tannery, the roof of the machine room was 10 ft. six inches high, *i.e.*, below the height provided for by the rules. In a small tannery, the well used for drinking water was not properly covered. The various forms and schedules prescribed under

the rules with regard to displaying the rates of wages, hours of work and rest, etc., were not properly observed in two concerns. Complaints were also made by trade unionists that overtime was not paid according to the scales prescribed under the Factories Act.

Factory inspection.—A perusal of the inspection notes by the factory inspection staff during the last 10 years shows that a majority of the remarks relate to the provision of safety appliances such as the guarding of machinery, belts and pulleys ; the protection of pits, wells, etc.; the proper lime washing of latrines and factory buildings and the displaying of the required notices under the various labour laws. The following table shows the frequencies of the visits of the factory inspection staff in all but one of the sampled tanneries and leather goods factories :—

TABLE XVIII.

Frequencies of Factory inspection.

Serial number of factory.	1944	1943	1942	1941	1940	1939	1938	1937	1936	1935	1934
2	2	2	2	4	..	1	1	Factory not in existence.			
3	1	2	1	3	2	Factory not in existence.					
4	2	3	2	2	1	4	Factory not in existence.				
5	3	3	1	1	1	1	1	1	2	..	1
6	1	2	1	1	1	Factory not in existence.					
7	1	3	Factory not in existence.								
8	2	5	Factory not in existence.								
9	5	3	Factory not in existence.								
10	1	3	Factory not in existence.								
11	2	3	1	Factory not in existence.							
12	2	1	1	Factory not in existence.							
Total ..	22	30	9	11	5	6	2	1	2	..	1
Average number of visits per factory.	2·0	2·73	1·3	2·2	1·2	2·0	1·0	1·0	2·0	..	1·0

The Payment of Wages Act.—The bigger tanneries and leather goods factories strictly observe the provisions of the Payment of Wages Act. But some of the smaller tanneries fail to do so. Though the provisions in respect of the wage period are normally observed, cases of under-payment were brought to my notice during the course of investigations. It was discovered that one adult was paid half the dearness allowance permissible to him under the adjudication award of the Labour Commissioner enforced by the U. P. Government under rule 81A of the Defence of India Rules. Since dearness allowance forms part of the wages, the non-payment of the same or payment at reduced rates constitutes a breach of the provisions of the Payment of Wages Act and amounts to illegal deducation under section 7 of the Act. In some tanneries, the workers were being paid the so called ' contractual wages ' which were lower than those permissible under the Award. I am inclined to think that the right vested in an individual by law cannot be taken away from him by private contract. In one tannery, the owners were paying dearness allowance at a scale lower than that laid down in the adjudication award. In another tannery there were two sets of registers, one showing the payments under the law and the other showing payments as were actually made from time to time. There was an under-payment of 100 rupees in a wage bill of Rs. 1,200 per month in the same factory.

The Workmen's Compensation Act.—All the sampled units stated that the provisions of the Workmen's Compensation Act were complied with. Only one unit gave the details of accidents which occurred in 1943. There were 458 accidents, the incidence of accident per 1,000 workers being 64.9. Compensation amounting to Rs. 4,699-0-6 was paid in 380 out of 458 accidents. The other sampled units merely replied that there were no accidents in them. Two workers who had suffered accidents were produced before me by the trade unions and it was alleged that they had been discharged by the management in order to avoid liability under the Act. It is inconceivable that there were no accidents in these tanneries when machinery was used and when, in 5 tanneries, the pulleys were unguarded. In two tanneries, the passage between two machines was without protection. There was a general and callous disregard of safety first provisions, and workers were not educated by means of posters or otherwise about the hazards of industrial life.

The Maternity Benefit Act.—The sampled units state that the provisions of the Maternity Benefit Act were not applicable to them since they did not employ woman labour. Women are employed by the contractors and it was complained that this device of indirect employment has been adopted in order to evade liability under the Maternity Benefit Act. It was further complained that certain women were also employed by smaller tanneries but that their names did not appear on the relevant registers.

To acquaint the staff with the provisions of the various labour laws, notices have been posted at the main gates in most of the concerns both in English and in the local languages. In two units, these notices were displayed on the notice boards outside the offices of the tanneries. In three cases, they were hanging so high on the walls that it was difficult, if not impossible, for workers to read them. Some of the enlightened employers, however, have taken the trouble of explaining the provisions of the various labour laws to their employees.

Contract Labour.—Complaints were made that the provisions of the various Acts were not observed in the case of contract labour in certain factories, that they were asked to work not only longer hours but also during the rest intervals, that their wages were not paid in time, that they were not given the same dearness allowance as other workers were given and that no compensation was paid to them in case of accidents. Several contractors did not maintain any registers in respect of payment of wages. Some of them paid 9 to 10 annas as daily wages inclusive of all allowances, while, according to the Adjudication Award, the dearness allowance alone came to about 12 annas. In two cases, the employers admitted that payment was made by them to contractors and not directly to the labourers concerned. Further, they made no enquiries in regard to correct disbursements. Their excuse was that they were under no legal obligation to see that fair wages were paid to contract labour or that the provisions of the Maternity Benefit Act and the Workmen's Compensation Act were observed by them. However, the position of the principal employer in respect of contract labour *vis-a-vis* the Payment of Wages Act needs clarification.

Trade Unions and strikes.

There are two unions of tannery workers at Cawnpore. One is called the Cawnpore Tannery and Leather Workers' Union. This is under communist leadership. The other is named the Leather Workers' Union and is recognised by the employers and their Association. Complaints about non-payment and under-payment of wages, maltreatment of workers who are members of trade

unions are submitted to the Labour Commissioner by the union secretaries, who take up the matter thereafter and represent the workers in conciliation proceedings against the employers.

Strikes.—According to information supplied by the employers, there has been no strike in 12 out of 13 sampled units. In one unit, 50 persons out of 350 struck work in 1940 on account of certain grievances against the manager and returned to work unconditionally after two days. The complete absence of strikes in the other concerns should not be taken to mean that the relations between the workers and employers are cordial. The relations in some of the tanneries are tolerable but they are not up to the mark in a majority of them. Workers have not resorted to strikes during the war partly because strikes without proper notice are illegal under the Defence of India Rules and partly because any dispute that arose was settled by the Labour Commissioner in conciliation proceedings before the workers resorted to strike. There have been two awards. The first related to 7 tanneries and the second to 6.

Works Committees.—There were works committees in two tanneries but they were not popular with the general body of workers.

Closed days and holidays.

Normally all units enjoy the weekly rest on Sundays and are closed for all the principal Hindu, Muslim and Christian festivals. There is no system of leave with pay except in the case of very few monthly rated employees in certain tanneries.

Civil condition and indebtedness.

For a study of civil condition and indebtedness, 1,094 workers, out of a total of 13,914, were selected on a randomised basis. For this purpose, the tanneries and leather goods factories were divided into two groups, the first group comprising big units employing over a thousand workers and the other group comprising small units employing less than 500 workers, there being no units in the group employing between 500 and 1,000 workers. In the small units, the data were collected from almost 25 per cent. of the workers, and the ordinary procedure was to mark out every fourth name on the latest pay sheet at the time of the enquiry. In respect of bigger units, however, some of which employed 7,000 workers, a smaller sample was preferred and every tenth man on the pay sheet was marked for enquiry. If the tenth man in the big factories or the fourth man in the small ones was not present or could not be contacted, he was ignored. As the tannery section in two factories was not working at the time of my visit, enquiries could not be conducted there.

Of the 1,094 persons questioned, only 336 or 30.7 per cent. were free from debt. The average per capita debt of the indebted workers was Rs. 82.

Causes of indebtedness.—The largest percentage (41 per cent.) of total indebtedness was due to expenses on marriages. The social customs involving community dinners and lavish expenditure on clothes and other things still continue and hence almost every newly married man was indebted heavily. The next big item of indebtedness was under domestic needs which accounted for 17.8 per cent. of the total debt. The cost of living at Cawnpore has gone up and naturally workers have to borrow in order to make both ends meet. As the majority of workers are drawn from rural areas and are agriculturists, they are also burdened with the legacy of ancestral debts. The following table shows an analysis of indebtedness according to the purposes for which money was borrowed.

TABLE XIX.

Causes of debt.	Amount of debt. (Rs.)	Percentage to total debt.
All Causes	90,408	100
Marriage	37,058	40·9
Sickness	8,785	9·7
Death	3,005	3·3
Purchase of land and cattle	4,070	4·9
Purchase of house	2,130	2·3
Litigation	4,907	5·4
Domestic needs	16,156	17·8
Ancestral	12,529	13·8
Miscellaneous	1,768	1·9

Agencies.—The village mahajan still continues to be the principal agency for supply of credit to workers who have migrated from villages. The Pathan is the other agency for short-term loans though the Sikh money-lender is fast replacing him in certain parts of Cawnpore. A very small percentage of debts is interest-free and has been borrowed from friends, relatives and employers.

Besides opening cheap grain shops, certain employers have also got the system of making day-to-day interest free advances against workers' earnings. This is done in order to save them from the clutches of the Pathan and the Sikh. In two tanneries and leather goods factories, there are co-operative credit societies where the rate of interest is only 9 per cent., whereas the rates of the money-lenders range from 18 per cent. to 25 per cent., and in some cases even up to 55 and 75 per cent. Cases are not wanting when the rate of interest goes to 2 annas per rupee per month or to 150 per cent. per year. The village money-lenders charge lower rates of interest.

The leather workers.—The workers employed in the tanneries at Cawnpore are mostly scheduled class Hindus drawn from the village tanners. The work for example of a flesher, scudder or manufacturer may appear to require little or no skill, yet in actual practice it necessitates some experience. In the currier shop, the work is sufficiently technical and years of practical experience are necessary to acquire efficiency. Naturally, Chamars who belong to the profession of leather workers in the countryside predominate in the tanneries. Muslims have learnt the art of shoe and *chappal* making and are now found in large numbers working on them. According to my short sample enquiry, the following table gives the distribution of workers according to religion :—

TABLE XX.

Caste Distribution.

Religion and Caste.	Workers.	Percentage to the total sample.
1. Hindus—		
(*a*) Chamar (Scheduled Caste)	695	63·54
(*b*) Brahmin	5	0·46
(*c*) Kahar	3	0.27
(*d*) Kayasth	2	0·18
(*e*) Miscellaneous	30	2·74
2. Muslims	353	32·27
3. Christians	4	0·36
4. Sikhs	2	0·18
Total ..	1,094	100·00

The caste Hindus have not generally taken to tannery and leather goods manufacture, due mostly to religious prejudices. The economic stress and the availability of facilities for training in the Government training classes and leather schools in U. P. have contributed to a steady flow of even caste Hindus to this domain with the result that some of the tanneries have actually been started by Hindu capitalists.

Length of Service.—An attempt was made to obtain the length of service of sampled workers in the industry and the results of the enquiry are given in the table below :—

TABLE XXI.

Years of service.	No. of workers.	Length of service groups.	Number of workers.
1	227		
2	157		
3	147		
4	101		
5	83	1-5 years.	715
6	73		
7	47		
8	39		
9	20		
10	37	6-10 years	216
11	22		
12	24		
13	15		
14	11		
15	10	11-15 years.	82
16	7		
17	2		
18	4		
19	4		
20	30	16-20 years	47
Over 20 years	34	Over 20 years	34
	1,094		1,094

Migration.—The vast majority of workers in tanneries have been drawn from the villages of the United Provinces. In leather goods factories, the workers are mostly urban dwellers and belong to the cities of Cawnpore, Unao, Allahabad and Agra. The following table gives the distribution of the sampled workers according to their places of origin :-

TABLE XXII.

Districts of origin.	Number of workers.
UNITED PROVINCES—	
Cawnpore	249
Rae Bareilly	148
Unao	119
Allahabad	58
Jaunpur	48
Azamgarh	40
Fyzabad	39
Gonda	38
Basti	38
Hardoi	33
Barabanki	33
Fatehpur	41

Districts of origin.	Number of workers.
Sultanpur.	31
Partapgarh	26
Lucknow	23
Gorakhpur	22
Ghazipur..	14
Ballia	12
Farrukhabad	10
Sitapur	8
Agra	8
Moradabad	4
Bahraich	4
Other districts	24
The Punjab	7
Bihar and Orissa	11
Indian States	6
Total ..	1,094

Literacy.—There are very few workers in tanneries who have had any proper schooling. Some of them have been educated upto the primary standard only. The workers in the leather goods factories are slightly more educated. According to my sample enquiry, only 191 workers (about 17.4 per cent.), out of a total of 1,094, were able to read and write a letter in their own language. There were yet some workers who could only read easy vernacular books or nearly written letters and could sign their names in their mother tongue. The number of such persons was 151, or 13.8 per cent. of the total sample.

Housing.

The survey of housing condition of workers employed in tanneries and leather manufacturing factories covered 481 houses of which 232 were owned by factories and 249 by private landlords.

Table XXIII shows the distribution of dwellings by size. Employers' houses were predominantly one-room dwellings. Among private houses also, the majority (72.7 per cent.) were one-room dwellings, but there was a considerably greater supply of two-room dwellings (26.1 per cent.) than among employers' houses (7.3 per cent.).

TABLE XXIII.

Showing number and size of dwellings.

Size.	Number of dwellings.		Percentage of total.	
	Employers.	Private.	Employers	Private.
One room	215	181	92·7	72·7
Two rooms	17	65	7·3	26·1
Three rooms	..	2	..	0·8
Four rooms	..	1	..	0·4
Five rooms	..	..	..	..
Total ..	232	249	100	100

Table XXIV shows the density of occupancy in dwellings of different sizes. The general average density in employers' houses was 3.9 persons per room as compared with 3.2 in private houses. But it is to be noted that the average area of rooms in private houses (68 square feet) was smaller than that of rooms in employers' houses (90 sq. ft.). In one-room and two-room dwellings, density in private houses was lower than in similar houses provided by employers by 0.2 and 0.9 persons respectively.

Table XXIV.

Showing density of occupancy in dwellings of different sizes.

Size of dwelling.	Number of dwellings.		Number of rooms.		No. of occupants.		Density of occupancy.	
	Employers'.	Private.	Employers'.	Private.	Employers'.	Private'.	Employers'.	Private.
One room	215	181	215	181	863	689	4·0	3·8
Two rooms	17	65	34	130	105	311	3·1	2·4
Three rooms	..	2	..	6	..	13	..	2·2
Four rooms	..	1	..	4	..	10	..	2·5
Five rooms	..	..	..	..	..	..	..	..
Total ..	232	249	249	321	968	1,023	3·9	3·2

" The percentage distribution of occupants in dwellings of different sizes relatively to the percentage distribution of rooms in them is indicated in table XXV. It is seen that, in one room dwellings, the percentage of occupants accommodated in them is in excess of the percentage of rooms comprised in them. In larger dwellings, the reverse is the case.

TABLE XXV.

Showing percentage distribution of habitable rooms and occupants in dwellings of different sizes.

Size of dwelling.	Percentage of habitable rooms to total number of rooms.		Percentage of occupants to total number of occupants.	
	Employers'.	Private.	Employers'.	Private.
One room	86·3	56·4	89.1	67·3
Two rooms	13·7	40·5	10·9	30·4
Three rooms	..	1·9	..	1·3
Four rooms	..	1·2	..	1·0
Five rooms	..	..	..	..
Total ..	100	100·0	100	100·0

It is in respect of amenities indicated in tables XXVI (a) and (b) that employers' houses show superiority to privately owned houses. In none of the houses of both types were subsidiary rooms in existence. But in the matter of verandahs, courtyards and kitchen, the proportion of employers' housing enjoying these amenities is much higher than was the case in privately owned houses. This, however, does not imply that there is no room for improvement in the planning of workers' quarters built by employers.

TABLE XXVI (a).

	Subsidiary Rooms.		Verandahs.			Courtyards.			Kitchens.		
			Dwellings. with.			Dwellings with.			Dwellings with.		
	No. of rooms.	Number of dwellings.	No.	%	Dwellings without.	No.	%	Dwellings without.	No.	%	Dwellings without.
EMPLOYERS' HOUSES.											
All dwellings	Nil	Nil	188	81	44	100	43·	132	107	46·1	125
One room dwellings ..	Nil	Nil	172	80	43	84	39	131	100	46·5	115
Two room dwellings ..	Nil	Nil	16	94	1	16	94	1	7	41·1	10
PRIVATE HOUSES.											
All dwellings	Nil	Nil	88	35·3	161	46	18·4	203	3	1·2	246
One room dwellings ..	Nil	Nil	77	42·4	104	32	17·6	149	1	0·5	214
Two room dwellings ..	Nil	Nil	11	16·9	54	14	21·4	51	2	3·1	63

TABLE XXVI (b).

	BATH ROOMS.			LATRINES.			WATER SUPPLY.			ELECTRICITY.			DRAINAGE.			VENTILATION.		
	With.		Without.	With.		Without.	With.		Without.	With.		Without.	Satisfactory.		Unsatisfactory.	Satisfactory		Unsatisfactory.
	No.	%		No.	%		No.	%		No.	%		No.	%	No.	No.	%	No.
EMPLOYERS' HOUSES																		
All dwellings	25	10·7	207	91	39·2	141	27	11·6	205	3	1·3	229	47	26·2	185	87	37·5	145
One room dwellings ..	18	8·4	197	84	39	131	20	9·3	195	Nil	..	215	30	13·9	185	70	31·7	145
Two room dwellings ..	7	4·1	10	7	41	10	7	41	10	3	1·3	14	17	100	..	17	100·0	..
PRIVATE HOUSES.																		
All dwellings				122	48·9	127	..	..	..	5	2·3	244	117	46·9	132	75	30·1	174
One room dwellings				90	49·8	91	..	..	..	..	..	All	80	44·2	101	45	24·3	136
Two room dwellings				32	49·9	33	..	..	..	5	2·3	60	37	56·9	28	30	44·9	35

Thus, less than 50 per cent. of such quarters had courtyards and kitchens. It follows that more than 50 per cent. of workers had to live in one room accompanied in some cases by verandah space. Bath rooms were available in 10 per cent. only of employers' quarters and in some of the private houses. In respect of latrines, private houses were slightly better, but it is doubtful whether they were really better in the absolute sense because residents in employers' houses are usually provided with common latrines in the neighbourhood of the quarters.

The majority of householders in both classes of dwellings had no electricity and water taps inside their premises. Conditions of drainage and ventilation present a dismal picture, the great majority of houses having very unsatisfactory arrangements in respect of both.

PART II.

MADRAS.

(Madras Province)

The *ad hoc* enquiry into labour conditions in the tanneries of Madras covered 15 sampled units (9 regulated and 6 unregulated) out of a total of 35, situated mainly in and around the two villages of Pallavaram and Chrompet in the Chinglepet district.

Employment.

Of the 15 sampled units, only 2 were large concerns with an average daily employment of 1,569 and 798 workers respectively at the time of my enquiry in December 1944. The other concerns were all small wherein employment showed a minimum of 4 and a maximum of 175 workers (Table XXVII).

As compared with August 1939, employment in December 1944 showed a decrease of 17.6 per cent. in one of the 2 large units (as it confined itself mainly to tanning and was facing an acute shortage of raw hides and skins) and an increase of 80 per cent. in the other large unit (as it carried on manufacture of leather goods, and had recently been expanded to a considerable extent for executing war orders). Statistics for both 1939 and 1944 were not available in the case of any of the smaller tanneries except one owing to frequent changes in their management and the general absence of attendance and wage registers. The data in respect of one of the small tanneries referred to above also show that there was a decline of 40 per cent. in employment in 1944 as compared with 1939, the reason given being the scarcity of raw hides and skins.

TABLE XXVII.

Code No. of concern.	August 1939.			December 1944.			August 1939.				December 1944.			
	Piece.	Time.	Total.	Piece.	Time.	Total.	Men.	Women.	Children.	Total.	Men	Women.	Children.	Total.
1	120	749	869	462	1,107	1,569	812	57	..	869	1,404	119	46	1,569
2	..	969	969	..	798	798	967	2	..	969	796	2	..	798
3	..	..	..	..	175	175	..	..	..	..	175	..	..	175
4	..	..	..	..	56	56	..	..	..	..	50	6	..	56
5	..	..	..	..	59	59	..	..	..	..	54	5	..	59
6	..	..	..	20	..	20	..	..	..	..	20	..	..	20
7	..	..	..	15	..	15	..	..	..	..	14	1	..	15
8	..	..	..	9	..	9	..	..	..	..	9	..	..	9
9	..	25	25	..	15	15	25	..	..	25	15	..	..	15
10	..	..	..	36	..	36	..	..	..	..	36	..	..	36
11	..	..	..	17	..	17	..	..	..	..	17	..	..	17
12	..	..	..	8	..	8	..	..	..	..	7	1	..	8
13	..	..	..	..	5	5	..	..	..	..	4	1	..	5
14	..	..	..	..	4	4	..	..	..	..	4	..	..	4
15	..	..	..	..	4	4	..	..	..	..	4	..	..	4
Total ..	120	1,743	1,863	567	2,223	2,790	1,804	59	..	1,863	2,609	135	46	2,790

Men, Women, and Children.—Of the 2,790 workers in all the 15 sampled units, 93.5 per cent. were men, 4.8 per cent. were women, and 1.7 per cent. were children. It can be seen from the data in table XXVII that the entire labour force of 46 children and 119 women, out of a total of 135, were employed in one of the two large units only.

Piece-Rate and Time-Rate Workers.—Further, it may be seen from table XXVII that the bulk of the piece-rate workers (462) was confined to one of the two large tanneries only. In the other large tannery, all workers were on a time-rate basis. In 6 out of the remaining 13 units all work was done on a piece-rate basis owing to lack of full employment throughout the year. There was no contract labour in any of the sampled units.

Length of Service.—In the two large tanneries referred to above, service records of employees have been maintained mainly for the purpose of payment of bonuses and the available data are given below. In the case of the small tanneries, where there were frequent changes in management, data of length of service showed that almost all workers were below one year of service.

TABLE XXVIII.

Period of service.	Factory No. 1.	Factory No. 2.	Six smaller units.
0—1 year	317	62	97
1—5 years	990	237	11
5—10 years	183	304	Nil
Over 10 years	188	156	Nil

Temporary and permanent workers.—Workers are classified as temporary and permanent only in the two large tanneries referred to above. According to one of these (No. 2), all workers engaged for work which is of an essentially temporary nature are called temporary, and permanent workers have been defined as those who are engaged in work of a permanent nature. According to the other unit (No. 1), all workers who have finished their probation of four weeks are classified as permanent. At the time of my enquiry, there were 160 temporary workers in the former unit and no temporary workers in the latter unit according to these definitions.

The privileges of permanent workers in both these units* are as follows :—

1. Ten days' casual leave with pay in a year.
2. Fifteen days' notice on either side for termination of service in the case of daily-rated workers and one month's notice in the case of monthly rated workers. The managements, however, reserve the right to terminate the services of both daily-rated and monthly-rated workers by paying 15 days' or one month's wages respectively in lieu of notice.
3. Eligibility to receive bonuses.

Temporary workers do not enjoy any of these benefits and can be dismissed at any time without notice.

In all the other units there is no recognition of the principle of permanency of service, and workers, according to my information, are sent out at any time without notice.

* In the case of No. 2, permanent workers are eligible to contribute to provident fund.

Apprenticeship.—There is no system of apprenticeship in any of the sampled units.

Graded and Time-scale Promotion.—There is no system of either graded or time-scale promotion. All increments in wages, whether for daily-rated or for monthly-rated staff, are given entirely at the discretion of the managements concerned.

Labour Turnover.

No statistics of labour turnover have been maintained in any sampled unit. My investigators were, however, able to collect some data from the service records of the two larger units for the year 1944. According to these data, out of a total of 116 workers who left the service of one unit (No. 2), 102 left of their own accord. This is attributed to recruitment for war and the opening up of large avenues of attractive employments in the aerodrome works situated nearby. In the other large tannery, 285 left out of a total of 1,569 workers in 1944. Of these, 101 were dismissed and the remaining were said to have left the concern voluntarily.

Absenteeism.

The data of absenteeism collected from the attendance registers in respect of a few sampled units are given below. Figures for corresponding months in other years were not available :—

TABLE XXIX.

Serial number of factory.	Period for which data were collected.	Total number of man-days.	Number of man-days lost due to absenteeism.	Percentage absenteeism.
(1)	(2)	(3)	(4)	(5)
1.	September 1943	20,304	561	2.76
2.	September 1944	420	64	15·24
3.	November 1944	1,338	52	3·89
4.	September 1944	4,379	841	19·21
5.	September 1944	928	80	8 62
6.	September 1944	420	70	16·67
7.	December 1944	558	82	14·70

Standing Orders.

Standing orders are in force only in the two large tanneries. These orders relate to (a) attendance, (b) leave, (c) wages, (d) termination of service, and (e) discipline.

Recruitment.

Labour is available in plenty and employers say that they do not find it difficult to recruit new hands directly. Only in one of the two larger tanneries is any regular selection made from among the applicants who present themselves for employment. The selected candidate is medically examined before he is actually employed.

Labour Officer.

There is a labour officer in each of the two large tanneries referred to above. In one case, the labour officer has no special function to perform except advising the management with regard to the general problems of recruitment and labour welfare and recommending special cases for increments in salary

or promotion. He does not attend to any routine work connected with labour administration. In the second case, the labour officer performs several administrative functions such as the selection of candidates for employment, the granting of leave, the award of punishments, the compilation of statistics and the management of institutions connected with labour welfare.

Wages and Earnings.

Wage Rates.—Appendices I and II give details of basic wage rates for different types of work in the two large tanneries. A careful study of these data will show that the maximum and minimum basic wages for adult male workers are as low as Re. 0-12-0 and Re. 0-7-0 respectively per diem, though the majority of workers get only 7 to 10 annas. Masons, carpenters and fitters in the Engineering Department are also paid comparatively low wages, ranging from annas 12 to Rs. 1-4-0 per day. In one of these units, boys in the chrome yard and lime yard departments are paid only annas 3 and 4 respectively. Unskilled workers here receive 6 annas per head per day.

In the case of the other units (*vide* table XXX), six pay wages on a piece-rate basis. It may be noted in this connection that, owing to the limited work available in them, one and the same group of workers are obliged to carry on all the processes themselves and are paid wages on the basis of the total out-turn of work in each individual process. The other seven units pay wages on a time-rate basis. Needless to point out that these rates are lower than those in force in the large tanneries.

Changes in Basic Wages.—No changes have occurred in the basic-rates of wages in the two large tanneries. Only in one small tannery, rates of wages have been raised from 7 annas to 8 annas and from 9 annas to 10 annas for workers in the lime yard and bark yard sections respectively.

Principles underlying wage rates.—The managers of the two large tanneries stated that they offer slightly higher rates than those prevalent in the contiguous rural areas. The very low rates of wages paid to workers both in the large and the small tanneries show how stupendous is the pressure of population on land and how these tanners are able to exploit the workers to their advantage.

Dearness Allowance.—The two large tanneries pay dearness allowance on the basis of the cost of living index maintained by the Employers' Federation of South India. The rate in December 1944 was an increase or decrease of 2 annas for each point for every rise or fall respectively in the index over and above 200. The important point to note in this connection is that dearness allowance is paid only in proportion to the actual number of days worked by the worker. Absence from work even on account of illness entails a loss of earnings not only by way of wages but also by way of dearness allowance.

In one of the small tanneries, dearness allowance is paid at graded rates according to the nature of work done by each individual and, in another according to the scale of wages drawn by him. In the other units, a flat rate is paid, the amount being one anna per day in three units, 2 annas per day in one, Rs. 5 per month in two and Rs. 6 per month in one. Details of these rates in respect of the small units are given in table XXX.

TABLE XXX.

Wage Rates and Dearness Allowance.

Code number of the factory.	Occupation.	Monthly wage basis.		Daily wage basis.		Piece work.	Unit and Rate per unit.	Remarks.	Dearness Allowance.	Remarks.
		Maximum.	Minimum.	Maximum.	Minimum.					
		Rs. as. ps.	Rs. as. ps.	Rs. as. ps.	Rs. as. ps.					
3.	Fleshers	22 8 0	21 0 0	..	..	..	..	..	Rs. 8 ..	First given in Sept. 1944 @ Rs. 4 for fleshers and Rs. 3 for all others. Maistris are now given Rs. 9 to Rs. 10.
	Helpers	21 0 0	18 0 0	..	..	..	..	..	Rs. 4 ..	
	Coolies ..	17 0 0	15 0 0	..	..	..	..	..	Rs. 6 ..	
	Pit Boys ..	15 0 0	10 0 0	..	..	..	..	..	Rs. 4 ..	
4.	Fleshers	..	..	0 14 0	0 0 0	..	..	..	Rs. 6 p.m. for all workers.	First given at a flat rate of Rs. 4 for all. Since Jan. 1945, the rate is raised to Rs. 7.
	Scudders and Setters	..	..	0 12 0	0 11 0	..	..	..		
	Helpers	..	..	0 10 0	0 8 0	..	..	..		
	Coolies	..	..	0 8 0	0 6 0	..	..	..		
5.	Fleshers	22 8 0	20 0 0	..	..	..	..	..	Rs. 8 for those getting Rs. 20 and above. Rs. 6 for those getting between Rs. 15 and 19. Rs. 4 for those getting below Rs. 15.	
	Scudders ..	18 0 0	17 0 0	..	..	..	..	..		
	Miscellaneous ..	18 0 0	15 0 0	..	..	..	..	..		
	Helpers	12 0 0	10 0 0	..	..	..	..	..		
6.	..	..	..	..	..	Liming and bark tanning.	Re. 0-6-5 for 12 pieces of leather.	..	Re. 0-1-0 per day.	
7.	..	..	..	..	..	All processes ..	Re. 0-5-4 for 10 pieces of leather.	..	Do.	
8.	..	..	..	..	..	Do.	Re. 0-6-0 for 10 pieces of leather.	..	No. D. A.	

TABLE XXX—*contd.*

Wage Rates and Dearness Allowance—contd.

Code number of the factory.	Occupation.	Monthly wage basis.		Daily wage basis.		Piece work.	Unit and Rate per unit.	Remarks.	Dearness Allowance.	Remarks.
		Maximum.	Minimum.	Maximum.	Minimum.					
				Rs. as. p.	Rs. as p.					
9.	..	..	..	0 10 0	0 8 0	..	..	Corresponding rates in 1939 were As. 9 & 7.	Rs. 5 for all.	
10.	..	..	..	..	..	Wages range from 0-2-4 to As. 6 for 40 pieces of goat skins.	..	All processes inclusive.	Rs. 5 per month (4 days absence condoned) proportionate to the number of days worked.	
11.	..	..	..	..	..	..	..	..	As. 2 per day.	
12.	..	..	..	..	..	Bark siling ..	As. 6 to 9½ (Daily).	..	1 anna per day.	
13.	..	Rs. 22 (for men) Rs. 8 for women.	22 0 0	..	..	..	..	..	No. D. A.	
14.	..	..	..	0 10 0	0 7 0	..	..	..	No D. A.	
15.	..	Rs. 30 ..	18 0 0	..	..	..	..	..	No D. A.	

Bonus.—Bonus has been paid to permanent workers since the outbreak of the present war only in the two large tanneries as per details shown in the following statement.

Tannery No. 1.	Tannery No. 2.
31-3-40, one month's wages	1939—one month's wages.
31-3-41, 2 months' wages	1940—one month's wages.
31-3-42, 1½ months' wages	1941—one month's wages.
21-12-42, 2 months' wages	(paid in 2 instalments at the end of each half year).
31-3-43, 2 months' wages (plus service bonus of a quarter month for every year of serivce over 5 years).	1942-44—one month's wages.
21-12-43, 3 months' wages.	
21-4-44, 2 months' wages.	
28-12-44, 3 months' wages.	

Overtime.—Overtime is calculated and paid for according to the provisions of the Factories Act only in the two large tanneries. The necessary entries are made in the 'work card' given to each worker. In the small factories, there is no regulation of working hours and there is no payment for overtime work.

Deductions.—In all the small tanneries, deductions from wages are made only in respect of advances made to workers from month to month. In the two large tanneries, permissible deductions are made in respect of the following items noted against each.

Tannery No. 1	Tannery No. 2
1. Provisions supplied from the Co-operative Store.	1. Provident Fund contribution.
2. Fines.	2. Charges for medicine.
3. Subscriptions to the Social Club.	3. Cost of rice supplied.
4. Festival Fund.	
5. House rent in respect of houses provided by the management.	
6. Loss of or damage to the property of the company.	

Fine Fund.—There is a fine fund only in one of the two large tanneries. The total amount outstanding at the time of the enquiry in December 1944 was Rs. 157. The following data taken from the register maintained for the fine fund show that the amount of fines was negligible and that, since October 1944, no fines have been imposed at all.

TABLE XXXI.

Month.	No. of cases fined.	Total amount of fine for the month.
		Rs. as. p.
1944 July	78	8 3 0
1944 August	51	6 1 3
1944 September	53	4 10 6
1944 October	Nil	Nil
1944 November	Nil	Nil
1944 December	Nil	Nil

Wage Period.—The wage period in the case of all the sampled units is one fortnight and wages are paid promptly at its close. In one of the large tanneries wages are paid on the 10th and the 25th of each month. In the other large tannery, wages are paid exactly at the end of every fortnight and hence at different dates during the year.

Closed days and Holidays.—Sunday is a closed day only in the two large tanneries, which also give 10 days' casual leave with pay to all their permanent workers. In the small tanneries, which come under the operation of the Factories Act, the managers say that Sunday is a holiday though the wage registers tell a different story. The unregulated tanneries of course do not close on Sundays. Nor do they declare any single holiday with pay.

Analysis of Wages and Earnings.—For an analysis of wages and earnings (basic and net) of workers, data were collected from the pay rolls of only 12 out of the 15 sampled units, as no records were available in the other three. These data covered 798 samples out of a total of 2,021 workers (39.5 per cent.) as shown in the following table :—

TABLE XXXII.

Serial number of factory.	Number of samples.	Total number of workers.
1.	509	1,137
2.	199	593
3.	22	145
4.	12	46
5.	20	42
6.	Data not available.	
7.	10	15
8.	5	9
9.	4	4
10.	Data not available.	
11.	Data not available.	
12.	2	7
13.	4	4
14.	8	15
15.	3	4
Total	798	2,021
Percentage	39·5	100

Out of the total number of 2,021 workers, 1,899 (or 94 per cent.) were men and, of these, 733 were on a piece-rate and the rest (1,166) on a time-rate basis. Women workers numbered only 122 (or 6 per cent.) and were all time-rated. The wage period in the sampled units was a fortnight of 14 days and the number of days worked by the concerns ranged from 12 to 14.

The data relating to basic wages and net earnings refer to the largest number of workers who had worked the same number of days during the wage period. Dividing the *per capita* average wages and net earnings earned by each group of workers by the number of days worked by them one gets the average *per capita* daily wages and net earnings.

In all but two of the sampled units, there were no well-defined occupations, and in fact, in all the small tanneries, all the processes were carried on by one and the same set of workers. Moreover, though occupations were well-defined in the two large units, one of them specialised in the manufacture of leather goods and the other in tanning only. For these reasons, wages and earnings are analysed not according to occupations but according to specified income groups as shown in tables XXXIII & XXXIV.

TABLE XXXIII.

Frequency table showing average daily wages in the tanneries and leather goods factories.

Serial No.	Number of workers in specified wage groups.	Number and percentage of workers in specified groups.											
		Men.			Women.			Total.					
								Number.			Percentage.		
		Piece.	Time.	Total.	Piece.	Time.	Total.	Piece.	Time.	Total.	Piece.	Time.	Total
1	Under As. 4	..	..	..	..	119	119	..	119	119	..	9·2	5·9
2	From As. 4 to Re. 0-5-11 ..	..	..	..	..	3	3	..	3	3	..	0·2	0·1
3	From As. 6 to Re. 0-7-11 ..	7	66	73	..	..	..	7	66	73	1·0	5·1	3·6
4	From As. 8 to Re. 0-9-11 ..	92	798	890	..	..	..	92	798	890	12·5	62·0	44·0
5	From As. 10 to Re. 0-11-11 ..	101	242	343	..	..	..	101	242	343	13·8	18·8	17.0
6	From As. 12 to Re. 0-13-11 ..	425	38	463	..	..	..	425	38	463	58·0	3·0	22·9
7	From As. 14 to Re. 0-15-11 ..	..	13	13	..	..	..	..	13	13	..	1·0	0·6
8	From Re. 1 to Rs. 1-1-11 ..	..	9	9	..	..	..	..	9	9	..	0·7	0·5
9	From Rs. 1-2-0 to Rs. 1-3-11 ..	108	..	108	..	..	..	108	..	108	14·7	..	5·4
10	From Rs. 1-4-0 to Rs. 1-7-11 ..	..	..	..	..	..	..	..	..	..	..	..	..
11	From Rs. 1-8-0 to Rs. 1-11-11	..	..	..	..	..	..	..	..	..	..	..	..
12	From Rs. 1-12-0 to Rs. 1-15-11	..	..	..	..	..	..	..	..	..	..	..	..
13	Over Rs. 2	..	..	..	..	..	..	..	..	..	..	..	..
	Total ..	733	1,166	1,899	..	122	122	733	1,288	2,021	100	100	100

TABLE XXXIV.

Frequency table showing average net earnings per day.

Serial No.	Daily net earnings.	Men.			Women.			Total.					
								Number.			Percentage.		
		Piece.	Time.	Total.	Piece.	Time.	Total.	Piece.	Time.	Total.	Piece.	Time.	Total.
1	Under As. 8	..	2	2	..	..	..	..	2	2	..	0·1	0·1
2	From As. 8 to As. 0-11-11 ..	16	156	172	..	122	122	16	278	294	2·2	21·6	14·5
3	From As. 12 to As. 0-15-11 ..	61	589	650	..	..	..	61	589	650	8·3	45·7	32·2
4	From Re. 1 to Rs. 1-3-11 ..	513	404	917	..	..	..	513	404	917	70·0	31·4	45·4
5	From Rs. 1-4-0 to Rs. 1-7-11 ..	35	15	50	..	..	..	35	15	50	4.8	1·2	2·5
6	From Rs. 1-8-0 to Rs. 1-11-11	108	..	108	..	..	..	108	..	108	14·7	..	5·3
7	From Rs. 1-12-0 to Rs. 1-15-11	..	..	..	..	..	..	..	..	..	..	..	..
8	From Rs. 2 to Rs. 2-3-11 ..	..	..	..	..	..	..	..	..	..	..	..	..
9	From Rs. 2-4-0 to Rs. 2-7-11 ..	..	..	..	..	..	..	..	..	..	..	..	..
10	Over Rs. 2-8-0	..	..	..	..	..	..	..	..	..	..	..	..
	Total ..	733	1,166	1,899	..	122	122	733	1,283	2,021	100	100	100

The data in table XXXIII show that the average basic wages of all but three of the women workers were less than 4 annas per day. It may be noted that all these women were employed on unskilled jobs in the washer department of one of the two large tanneries, and hence the very low level of their basic wages. Nevertheless the payment of dearness allowance has brought up their average daily earnings to " between 8 annas and less than 12 annas " as shown in table XXXIV.

In the case of men, it is seen that the modes for average daily wages for time-rated and piece-rated workers lie in the groups, " from 8 annas to less than 10 annas " and " from 12 annas to 14 annas " respectively. The higher wages of piece-raters were due to the fact that they were employed in the manufacture of leather goods in one of the two large tanneries.

With regard to net earnings, it is seen that the majority of piece-rate workers (70 per cent.) and time-rate workers (45.7 per cent.) got on an average only " from Re. 1 to less than Rs. 1-4-0 " and " from 12 annas to less than a rupee " per day respectively. The difference between basic wages and net earnings is small. This is due to the fact that there were very little overtime earnings and that the amount of dearness allowance paid was also low. It may be noted further that the average daily maximum basic wages and the maximum net earnings were only " from Rs. 1-2-0 to less than Rs. 1-4-0 " and " from Rs. 1-8-0 to less than Rs. 1-12-0 " respectively and that the percentage of workers in both these income groups was only about 5. Labour in the tanneries and leather goods factories of Madras is indeed paid much less than in Cawnpore.

Working Conditions.

(i) *Working hours.*—Only one shift is worked in all the sampled units, including the two large ones.

Working hours are regulated only in the two large tanneries, there being no regulation whatsoever in all the small units, even in those which have been brought under the Factories Act. In the two large tanneries work commences at 8 a.m. and closes at 6 p.m. on all the working days with a break for midday meals between 1 p.m. and 2 p.m. and a rest interval of 15 minutes at 11 a.m. and 4 p.m. in the morning and the evening session respectively.

(ii) *Conditions of work.*—The general working conditions in all the tanneries, excepting the two large ones, are woefully bad and they may be reviewed briefly under the following headings :—

Ventilation.—The bark tanning sheds are invariably dark and ill-lighted. In one tannery, employing on an average about 150 workers, roofing at the edges in the bark tanning section is only 4 or 5 feet high and workers have to bend before entering the sheds. Moreover, these sheds are built of palmyra thatch. Roofing in all the smaller tanneries is only 6 to 7 feet high at the edges and this is mainly responsible for the lack of ventilation and natural lighting.

Flooring.—Flooring in all the small tanneries is extremely unsatisfactory. Though paved with bricks and stone slabs, flooring is invariably broken in several places and has not been repaired for years. In one tannery, where about 150 workers are employed, flooring near the dark tanning sheds consists of loose red sand, and has not even been hardened. Flooring is very slippery in the lime yard sections of all the tanneries. Moreover, the space between one lime pit and another is also narrow, making it difficult for the workers to walk on it with safety.

Drainage.—Another serious defect in all the small tanneries is lack of suitable drainage arrangements for the waste water from the lime pits and the bark tanning pits. The existing drains are narrow, uneven and are often choked with rubbish.

Disposal of the effluent.—No satisfactory arrangements have been made for the disposal of the effluent except in the case of the two large tanneries, in both of which pucca drains have been built and the effluent is carried to settling tanks whence it is pumped out to open tanks in fields.

In the small tanneries, the effluent is conducted through *katcha* drains and emptied in the adjoining fields. In two others, it is conducted by means of *katcha* channels and emptied in the adjacent waste land. In all others, it is allowed to stagnate all round and, in some cases, even in the premises, emitting a horribly stinking smell. A copy of the order of the Madras Government condemning this unsatisfactory condition and suggesting improved methods is given as Appendix III.

Congestion.—I noticed hardly any congestion in the small tanneries, owing to the limited volume of work done in them. There was, however, a great deal of congestion in the boots manufacturing section of one of the two large tanneries obviously because of the employment of a large number of workmen due to war.

Protection against fire.—There were no hydrants or fire extinguishers in any of the sampled units. Fire buckets alone were kept in the two large tanneries whereas these are conspicuous by their absence in all the other concerns.

Shelters.—There was a tiffin shed only in one of the large tanneries. It measured 105' × 13'. and was provided with 2 platforms and one water tap. Flooring was of cement and roofing of corrugated sheets. As the shed could not accommodate all the workers, many of them were obliged to take their meals in the adjacent open spaces. There were no shelters or tiffin sheds in any of the other tanneries.

Social Clubs.—The two large tanneries have put up *pucca* buildings (brick walls, tiled roofing and cement flooring) for social clubs where workers can take rest after finishing their day's work and enjoy music and play indoor games. I will deal with the educational activities of these clubs in a subsequent section of this report.

Sanitary Arrangements.—Sanitary arrangements were deplorable in all the small units. There were no latrines or urinals whatsoever in five of these, though they are under the purview of the Factories Act. In one of these regulated tanneries employing 150 workers, there was only one latrine. There were no latrines in any of the unregulated units. Even in the two large tanneries, there were no separate urinals, and the general sanitary condition of the latrines provided by them was also not very satisfactory.

Water Supply.—There was no supply of drinking water for workers in any of the small tanneries though water was kept in small pots in the office room for the use of the clerical staff. In fact, as most of the workers are untouchables, they were not even allowed to touch these water pots. Workers questioned by me said that they had to go to neighbouring houses or wells for drinking water.

Washing and Bathing Facilities.—Washing and bathing facilities, indispensable as they are in tanneries, were provided only in the two large units. But even here neither soap nor towels were supplied.

WELFARE ACTIVITIES.

Dispensaries.—The two large tanneries maintain dispensaries. In one case, the doctor in charge of the dispensary was an L.M.P. and was paid an honorarium of Rs. 50 per mensem. He was assisted by two attendants (not one of them being a qualified compounder) and one clerk. In the other case, the doctor was an L.M. & S. and was paid a regular monthly salary of Rs. 300. He was assisted by two attendants (one of whom being a qualified compounder) and a trained nurse. In the first dispensary, the patients contributed a share of the cost of medicines. According to the latest annual statement for the year ending 31st May 1944; the share of the management towards the cost of medicines per patient was Re. 0-13-8, whereas the workers' share was only As. 6. The total expenses borne by the management in respect of medicine and establishment charges during 1943-44 were Rs. 2,073-1-0. In the second dispensary, treatment was free except when any patent medicine or injection was given. The following analysis gives details of cases treated in one of the two dispensaries, and it is said that none of them can be regarded as occupational diseases. The system of medicine in both these dispensaries was allopathic and there was no periodical medical examination of workers.

TABLE XXXV.

Period (fortnight ending).	Fever, cough, cold and headache.	Ulcers of the leg (ordinary).	Cuts and injuries.	Diarrhœa and Dysentry.	Scabbies.	Miscellaneous
15-10-44 ..	38	32	37	15	5	54
31-10-44 ..	54	24	30	13	4	67
15-11-44 ..	38	9	37	11	2	38
30-11-44 ..	28	13	42	6	19	34
15-12-44 ..	30	35	16	22	6	41
31-12-44 ..	31	14	16	18	18	24
Total ..	219	127	178	85	54	258
Average ..	37	21	29	14	9	43

Canteens.—A canteen was run in only one of the two large tanneries. The management had provided the necessary building and equipment, but the actual responsibility of running the canteen rested with a private caterer, who paid a nominal rent of Rs. 2 per mensem for the building. Midday meals were served on an average for about 50 workers, while tea, coffee, light refreshments and cool drinks were supplied to about 500 workers per day. Sales were entirely on a cash basis and at market prices.

Creche.—There was no *creche* in any of the sampled units, not even in one of the two large tanneries, which employed about 120 women workers.

Facilities for Education.—In one of the two large tanneries, an elementary day school was run for the benefit of workers' children residing near the factory. The school was started as early as 1930 and there were at the time of enquiry 212 pupils on roll. There were 7 teachers on the staff, including the headmaster. The total cost of running the school was about Rs. 3,000 per year. There was, in addition, a night school run for the benefit of adult workers, its strength being 86. In the other large tannery, a night school

alone was run for the benefit of workers' children. There were no regular classes, and the teacher employed was paid only an honorarium. No attendance register was maintained and the number of pupils on the day of my visit was 15, of whom 3 were girls. There was no provision for any equipment such as pictures or even a blackboard.

Social Clubs.—There was a social club in each of the two large tanneries, the main object of which was to provide recreation and amusement for workers when they returned from their evening work. A radio set has been installed in each of these clubs in addition to the provision of gramophones. In both of them, Tamil and English newspapers were subscribed for, and there was, besides, a library containing a large collection of vernacular books for light reading. The average number of readers per month in the library of one of the factories was 120.

Grainshops.—There was a co-operative store in one of the two large tanneries. The following details show that it fulfilled a real need :—

1. Total number of members on the date of enquiry (8.1.45)	1,014
2. Total number of kerosene cards registered	658
3. Average monthly sales at Government controlled prices—	Rs.
(a) Rice	2,443
(b) Provisions	1,604
(c) Cloth	605

Trade Unions and Strikes.

There is a trade union among the tannery workers of Pallavaram and Chrompet. It was started in October 1941 and registered in 1942. The membership, at the time of registration, was 1,313 but has since fallen to 821 (at the time of my enquiry in January 1945) mainly on account of the unsuccessful strikes which had occurred in the two large tanneries.

Membership subscription is fixed at one anna per worker per mensem, and the affairs of the union are managed by an executive committee, consisting of a president, three vice-presidents, a general secretary and one representative for every 50 workers in each of the tanneries located in and around Pallavaram and Chrompet. The number of representatives from the two large tanneries alone is 60.

It is on account of the activities of the union that the managements of both the large tanneries have agreed to

(a) give 10 days' leave with pay to all permanent workers,
(b) pay bonus and dearness allowances to workers,
(c) pay maternity benefit to women in one of the large tanneries,
(d) appoint labour officers, and to
(e) draw up standing orders for governing their relationship with the employees.

There has so far been no agreement between the union and the managements of any of the sampled units in respect of wages, hours of work, employment, dismissal, etc.

There was no works committee in any of the sampled units.

Strikes.—There have been no strikes except in the two large tanneries. In the first tannery there were two strikes, one on 15-12-41 and the other on 15-12-44, the cause in both cases being the demand of workers for the payment of bonus. The strikers, however, returned to duty the very next day, when they knew that the management had already decided to pay the bonus.

In the second tannery, there were three strikes. The first strike occurred on 31-12-41 when all the workmen stood outside the gate for one hour and refused to enter the factory as a protest against the retrenchment of a few hands on account of lack of work, as one of the rules of the company lays down clearly that striking work either singly or with others without giving 14 days' notice would make them liable for dismissal.

The second strike occurred on 25-7-1942, the cause being the retrenchment of a few workers on account of lack of work in the factory. After standing outside the gates for 15 minutes, all the workers returned to their duties.

The third strike took place on 17-2-1943, when all the workers stood outside the gates of the factory for half a day as a protest against the distribution of smaller pieces of cloth than in the previous years as presents for the Hindu festival known as Pongal. When the management threatened to take disciplinary measures, the strikers returned to work.

It will be clear from the foregoing account that the strikers achieved nothing worth mentioning. The managements dismissed a few ring leaders. This frightened the other workers and the membership of the union also fell consequently.

Safety Acts, etc.

The Factories Act.—Though nine sampled units come under the purview of the Indian Factories Act, it is surprising to find that its provisions are utterly violated in all but the two large ones. In none of them was to be found the Factory Inspection Book, and my staff had to refer to the records at the office of the Chief Inspector of Factories for this purpose. The inspection remarks indicate that, in respect of each of the seven units, the Inspector had to repeat almost all the orders every time he visited them. The following extracts would show how, inspite of repeated warnings, the provisions of the Factories Act are violated by these smaller tanneries.

(1) Rule No. 5.—Rubbish and filth should not be allowed to accumulate or to remain in any part of the premises of the factory for more than 24 hours. Covered receptacles should be provided for filth and other decomposing matter. Waste and effluents should not be disposed of without being suitably treated to render them unobjectionable.

(2) Rule 6.—The drains must be properly constructed and regularly flushed at least twice daily.

(3) Rule 14.—Provide water for washing purposes and, at each washing place, provide a sufficient supply of soap and towels.

(4) Frame a notice in Form R showing the periods of work for adults and children. Maintain a Bound Inspection Book. Open and maintain a register of workers in Form S. Construct sufficient and suitable latrine accommodation. Provide water fit for drinking. Provide a first-aid box. The inside walls of the factory should be lime-washed or colour-washed at least once a year. The walls of the latrines should be tarred up to 3 feet high. Provide fire buckets.

In the case of the two large tanneries, the factory inspection remarks show that latrines were not kept clean and that latrine walls were not tarred and lime-washed.

The Payment of Wages Act.—In all the small units, the abstracts of the Payment of Wages Act were not displayed. In none of them was maintained a separate wage register, though the wages were noted in the attendance register. Signatures of payees were not obtained in these registers except in two tanneries and, even then, revenue stamps were not affixed for payments

of Rs. 20 and above. In none of these units were displayed the required notices in respect of the maximum and the minimum rates of wages or the wage period. It may be noted, however, that there were no deductions or fines in these units and that wages were paid in cash and with absolute regularity at the end of each fortnight.

The Workmen's Compensation Act.—The small units did not observe the Workmen's Compensation Act. They did not display the necessary notices required by the Act, and the factory inspection remarks show that they did not send any returns of accidents to the Chief Inspector of Factories.

The Maternity Benefit Act.—One of the two large tanneries employed only two women workers. No data were available regarding either the claims or the payments of benefit under this Act in the small units. In fact, these small units did not maintain either a muster roll of women workers as required by Rule 5 of the Madras Maternity Benefit Act or display the abstracts of the Act as required by Section 14. Only one tannery paid maternity benefit, as a result of the agitation of the trade union. The president of the union says that the management even threatened to dispense with all women workers, if the demand was pressed. But it is indeed gratifying to note that they are now paying not only the full amount of benefit as are statutorily provided for but also an *ex-gratia* benefit in the case of deserving workers who are not entitled to any benefit under the Act. In 1943, out of a total of 132 women workers employed, 16 claims arose under the Act. Out of these only 9 were eligible for maternity benefit, and the total amount paid by the management in respect of them was Rs. 126. *Ex-gratia* payments were made in respect of the other seven cases as well—Rs. 43 for 6 and Rs. 14 for one. In 1944, maternity benefits were paid to the extent of Rs. 136|8|- in respect of 17 cases.

Occupational Diseases.

In none of the sampled units has been reported any occupational disease such as anthrax. But this does not mean that workers in the tanneries under reference are given adequate protection against injurious processes. Fleshers and scudders in all the units, including the large ones, were not provided with suitable or protective dress necessary for their occupation. Workers in the chrome-polishing section were not equipped with nose-masks or respirators. In one of the tanneries visited by me only one respirator was available, though the number of workers in the section was 4. Only in the two large tanneries, workers in the 'two-bath-process' were provided with rubber gloves and rubber shoes as a protection against the effect of chrome. Moreover, when they transferred acids for tanning, they were given goggles for protecting their eyes. But no protective equipment was supplied to workers in the polishing section, and it is alleged that the inhaling of such fine particles of dust has resulted in a few workers contracting consumption, which has been accelerated by malnutrition.

The health of the worker.

The general health of the workers, according to the medical officer in charge of the dispensary of one of the two large tanneries, was very satisfactory on account of the open-air surroundings and the favourable climatic conditions of the area. It may be noted here that a station situated at a distance of two miles from Chrompet is a sanitorium for tuberculosis. The medical officer cited the case of only one applicant for work rejected as medically unfit out of a total of 34 examined by him between 15-7-44 and 14-9-44. Similarly out of a total of 68 applicants for work examined by him between 15-9-44 and 4-12-44, only 2 were found to be medically unfit. He observed further that the workers of the area were sturdier and better-built than several classes of agricultural

labourers, and supported his statement by giving the instance of the very negligible percentage of absenteeism in the factory due to sickness. While these facts give cause for some satisfaction, there is no denying that there is considerable room for improvement in the general health of the workers by providing the requisite medical services both by the factories and the public health authorities of the area.

Accidents.

The following statement gives details of accidents which occurred in 1943 in the two large tanneries. No cases of accidents were reported by the other sampled units.

	Tannery No. 1.		Tannery No. 2.	
	Permanent. disablement.	Temporary. disablement.	Permanent. disablement.	Temporary. disablement.
Total number of cases	2	1	1	8
Compensation paid in rupees ..	Rs. 282/10	Rs. 28/8	Details not available.	

Civil condition and indebtedness.

The tables given below contain data on civil condition and indebtedness of 342 workers questioned by my staff in 6 regulated and 4 unregulated factories. The following points emerging from an analysis of the data deserve special emphasis :—

Literacy.—69 per cent. of the workers were illiterate and this situation is hardly conducive to any progress, either material or moral.

Dependants.—The number of samples without dependants was only 13. The modal group, as shown below, is the family with 3 to 4 dependants.

TABLE XXXVI.

Number of dependants	Nil	1-2	3-4	5-6	7 and above.
Number of families	13	60	123	101	45

Indebtedness.—Of the 342 samples, 227 or 66.4 per cent. were in debt ; and of these only 2 were those without dependants. The correlation between the size of the family and the amount of indebtedness is brought out in the following analysis of the data of indebtedness according to the number of dependants of the samples.

TABLE XXXVII.

Indebtedness of families according to the number of dependants.

Number of dependants ..	Nil	1-2	3-4	5-6	7 and above.	Total
Number of families in debt ..	2	31	86	72	36	227
Amount of debt (Rs.) ..	40	2,380	8,755	8,360	5,220	24,755
Average amount of debt per family (Rs.)	20	77	102	116	145	107

TABLE XXXVIII.

Group.	Percentage of indebted families.
No dependants	15·4
1–2 „	51·7
3–4 „	69.9
5–6 „	71·3
7 and over	80·0
All families	66·4

It is seen that, as the size of the family increases, the average amount of debt as well as the percentage of families in debt tend to increase. Among larger families, the incidence of debt is both heavier and more widespread. In the matter of frequency of indebtedness, persons above the group of 1 to 2 dependants were above the average frequency for all families indicating that dependants in excess of 2 were in general liable to have greater recourse to indebtedness than the averages. The distribution of indebted persons according to the amount of debt is indicated by the following table :—

TABLE XXXIX.

Number of persons in debt.		No. of persons free from debt.		Debt between Rs. 1-50.		Debt between Rs. 51-100.		Debt between Rs. 101-200.		Debt over Rs. 200.	
No.	%age to total	No.	%age to total	No.	%age to total	No.	%age to total.	No.	%age to total.	No.	%age to total.
227	66·4	115	33·6	106	46·7	61	26·9	42	18·5	18	7·9

The percentage of indebted persons found in higher classes of indebtedness are seen to fall, indicating thereby a low average of debt. The actual average of debt for all indebted persons is Rs. 107. The total number of loans taken by 227 indebted persons was 231, of which one-third was for marriages and 43.3 per cent. for consumption or for meeting domestic needs.

TABLE XL.

Causes of debt.	No. of loans taken.	%age of all loans.	Amount of debt (Rs.)	%age of total debt.	Average amount of debt. (Rs.)
All causes	21	100·0	24,755	100·0	107
Marriage	77	33·3	8,770	35·4	114
Sickness	5	2·2	365	1·5	73
Death	17	7·4	1,385	5·6	82
Litigation	..	..	..	..	..
Purchase of land	28	12·1	5,325	21·5	191
Domestic needs	100	43·3	8,150	32·9	82
Miscellaneous	..	..	..	..	..
Ancestral	4	1·7	760	3·1	190

Investment loans are covered by the item purchase of land accounting for 12.1 per cent. of loans and 21.5 per cent. of debt. The predominance of unproductive debt for meeting current expenditure is obvious. In this, marriages stand out prominent and the average amount of debt incurred on such occasions is Rs. 114. Debt on account of sickness and ancestral loans is remarkably insignificant.

The burden of debt by way of interest charges is indicated in table XLI.

TABLE XLI.

Rate of interest.	Free from debt.	Upto 6¼%	6¼% to 12½ %	12½% to 18¾%	18¾ to 37½%	Over 37½%
Amount of debt (Rs.) ..	4,305	2,415	7,050	1,550	3,835	5,600
Percentage to total Debt ..	17·4	9·8	28·4	6·3	15·5	22·6

Housing.

For a study of housing conditions, three representative villages—Pallavaram, Chrompet and Thiruvani Malai (near Chrompet) were selected and all the 267 dwellings of the tannery workers in these three centres were surveyed. The size of these dwellings in terms of the number of habitable rooms comprised in them is detailed in table XLII.

TABLE XLII.

Showing number and percentage of dwellings according to the number of habitable rooms.

No. of rooms.	Number of dwellings.	Percentage of total.
One room	201	75·3
Two rooms	64	24·0
Three rooms	2	0·7
Total ..	267	100·0

The total number of rooms comprised in these dwellings was 335 accommodating in all 1,612 persons, of whom 533 were children below 9 years of age. The average density of occupancy in all dwellings was 4.8 persons per room (inclusive of children) with an average floor area of 90.5 sq. ft. But the density of occupancy varied between dwellings of different sizes as shown in table XLIII.

TABLE XLIII.

Showing density of occupancy in dwellings of different sizes.

Size of dwelling.	Total number of habitable rooms.	Total number of occupants.	Density of occupancy.
One room	201	1,188	5·9
Two rooms	128	406	3·2
Three rooms	6	18	3·0
All dwellings	335	1,612	4·8

It is seen that one-room dwellings constituted the majority of dwellings and had the highest density of occupancy in them, higher than the average for all dwellings by 1.1 persons. Such dwellings accommodated occupants in excess of the proportion of the total habitable rooms comprised in them.

Table XLIV shows the percentage of occupants of one-room dwellings to the total number of occupants relatively to the percentage of habitable rooms in them to the total number of rooms in all dwellings.

TABLE XLIV.

Showing percentages of habitable rooms and occupants in dwellings of different sizes.

Size of dwelling.	Percentage of habitable rooms to total in all dwellings.	Percentage of occupants to total in all.
One room	60·0	73·7
Two rooms	38·2	25·2
Three rooms	1·8	1·1

In common with conditions in many other centres hitherto surveyed and analysed, it is seen that one-room dwellings, in this region also, had preponderance over others and had the highest density of occupancy and accommodated persons in excess of their relative share of habitable rooms.

But housing conditions of tannery workers in the localities surveyed were much worse than elsewhere where the provision of amenities is taken account of. The position with regard to amenities is detailed in the following tables. It is staggering to find a complete absence of amenities such as bath rooms, latrines, water supply, electricity and satisfactory arrangements of drainage and ventilation.

Table XLV.

Distribution of Amenities.

	Subsidiary rooms.			Verandahs.			Courtyards.			Kitchens.		
	With	Without		With	Without		With	Without		With	Without	
		No.	%		No.	%		No.	%		No.	%
All dwellings .. .. Nil	267	100		151	116	43·4	85	182	68·2	171	96	32·2
One room dwellings .. .. .. Nil	201	100		99	102	50·7	53	148	73·6	126	75	37·3
Two room dwellings .. .. .. Nil	64	100		52	12	19	31	33	50·1	45	19	30

Table XLVI.

	Bath rooms.	Latrines.	Water supply.	Electricity.	Drainage.	Ventilation.
All dwellings	Nil	Nil	Common wells	Nil	Nil	Very bad.
One room dwelling	Nil	Nil	,,	Nil	Nil	,,
Two room dwellings	Nil	Nil	,,	Nil	Nil	,,

None of the dwellings had any subsidiary rooms. Over 50 per cent. of one-room dwellings had no verandahs, over 73 per cent. were without courtyards and over 37 per cent. were without kitchens. Conditions in respect of these amenities were only slightly better in two-room dwellings. Table XLVI speaks for itself with regard to the enjoyment of other elementary amenities of life—to say nothing of modern life—by the dwellers of these slums. Some of the houses are provided by employers. The majority of these are, however, huts erected by workers on sites provided by employers.

PART III.

CALCUTTA.

(Bengal Province).

Employment.

At the end of 1944, there were in Calcutta 8 regulated tanneries and leather goods factories as against 6 in 1939 and the following table gives the available details of employment in them :—

TABLE XLVII.

Regulated concerns.	August 1939.		December 1944.	
	Number of concerns.	Number of workers employed.	Number of concerns.	Number of workers employed.
Tanneries proper	4	318	5	689
Leather goods factories	2	3,553	3	8,721
Total ..	6	3,871	8	9,410

The increase in the number of regulated factories and workers employed in them is due, of course, to the increased demand for leather and leather goods, as a result of the present war.

There has been a large increase in the number of unregulated factories as well which number about 250 at present ; total employment in them may be put down at a minimum of 5,000 workers. The available information in respect of these unregulated units is given at the end of this part.

Only one of the 8 regulated units employs women—21 in number—though they are not engaged in tanning or other major occupations of the industry. Children are employed only in the unregulated units.

There is no contract labour either in the regulated or the unregulated factories.

Length of Service.—Data regarding the length of service of workers were available only in three units and the same are given in the following table :—

TABLE XLVIII.

Serial number of the unit.	Date of establishment of the unit.	Total number of workers.	Number of workers according to specified periods of service in years.			
			0—1	1—5	5—10	Over 10
1	1917	13	2	8	3	..
2	Not available	1,757	187	1,570	..	..
3	1931	6,708	1,504	3,837	1,295	72

Temporary and permanent workers.—Workers are not classified as temporary and permanent in any of the units surveyed. The frank admission of the manager of one of these units is worth reproducing from his answers to my *ad hoc* survey questionnaire :—

> " Workers are appointed when occasion arises ; but as soon as the job is finished, they are asked to go away. This is done without any notice. This unfortunate affair is prevailing in all the tanneries, and this requires immediate attention ".

One unit which states, however, that all its workers are permanent admits the " dismissal " of 525 (about 8 per cent.) in 1944 alone. In fact enquiries showed that no definite privileges are attached to permanent workers in this concern. In another unit, the supervisory staff alone are permanent, ordinary workers being regarded only as temporary.

Apprenticeship.—Only 3 out of the 8 regulated factories provide for some kind of apprenticeship. The Bengal Tanning Institute, maintained by the Government of Bengal, trains 24 student apprentices every year. Two different courses are offered in the Institute : one lasting for 3 years leading to a University certificate in tanning and the other of 2 years' duration leading to a Departmental certificate. The Local Government offers four stipends : two of Rs. 30 each per mensem for graduates in science and two of Rs. 20 each per mensem for under-graduates. Students from other provinces and Indian States are also admitted, provided their respective governments bear the cost of training which is approximately Rs. 2,400 per student per year. The trained students are absorbed in the Institute whenever there is a vacancy, and in such cases the period of training counts towards total service. Otherwise, the trainees are helped to secure suitable posts in the trade.

The Bata Shoe Factory has no apprenticeship system but provides for the training of its workmen on appointment. Supervisors are trained in the Bata Industrial Training School. The Cottage Tanning Institute has an apprenticeship system in the real sense of the term. This factory takes in 3 or 4 apprentices every year from scheduled castes, and gives them a stipend of 26 rupees per month in addition to free residence. The apprentices are allowed to work in the Institute, after their training, if they so desire. The secretary of the Institute is of opinion that there is a great need for the training of skilled workers and that the institute is handicapped for want of adequate accommodation.

Absenteeism and labour turnover.

Five factories alone were in a position to supply figures for absenteeism and labour turnover for 1939 and 1943. The data are given in the following table :—

TABLE XLIX.

Month	Labour Turnover.				Absenteeism.					
	Number of workers.		Percentage of quits.		Total Man-days.		Man-days lost.		Percentage of absenteeism.	
	1939	1943	1939	1943	1939	1943	1939	1943	1939	1943
January	320	575	4·38	6·78	3,218	18,150	216	852	6·71	4·69
February	329	615	6·08	4·72	7,886	17,897	277	810	3·51	4·52
March	323	678	5·88	7·08	8,417	21,999	212	907	2·52	4·12
April	335	706	4·78	7·51	8,542	22,395	227	1,041	2·66	4·65
May	345	694	4·93	5·19	9,403	23,593	226	1,071	2·40	4·54
June	346	698	3·76	7·34	9,186	23,553	294	1,103	3·20	4·68
July	347	682	7·78	7·33	8,092	19,803	298	1,207	3·68	6·09
August	348	673	3·74	4·16	7,550	22,027	244	1,140	3·23	5·01
September	358	675	4·47	6·22	9,135	22,298	247	1,039	2·70	4·65
October	385	639	2·34	6·26	9,436	20,097	270	834	2·86	4·15
November	388	612	6·44	13·56	9,923	20,049	311	1,197	2·13	5·97
December	425	624	6·59	8·97	11,199	18,814	282	1,128	2·51	5·99

It is clear from these data that the monthly fluctuation of absenteeism varied from 2.13 per cent. to 6.71 per cent. in 1939 and from 4.12 per cent. to 6.09 per cent. in 1943. The main causes of absenteeism are the following :—

(a) Workers go home for 2 or 3 months in a year to take the much-needed rest.

(b) Most of the workers leave their families in their village homes and, naturally, go back once or twice a year to meet their wives and children.

(c) When workers fall seriously ill, they run back home as they have no faith in the allopathic system of treatment, locally available.

Recruitment.

Among the registered tanneries and leather goods factories, the Government Harness and Saddlery Factory and the Batas alone have special officers entrusted with the task of recruiting new labourers. The Government Harness and Saddlery Factory has a recruitment officer who selects the workers at the gate, where they assemble in anticipation of work. In Batas, the personnel manager himself makes the selection. The procedure for recruitment of new hands as laid down in the rules and regulations of the concern is as follows :—

" Every candidate for employment, before he can be appointed, must fill up the proposal form provided for the purpose. The application of a person making any false statement in the proposal form or at the time of interview is liable to be rejected, and if such person has been already appointed, he is liable to be summarily dismissed, apart from any other action that the Company may see fit to take against him for false representation. Four copies of passport-size photograph are required to be submitted at the time of employment.

" The service of an employee starts from the date on which the Control Card is issued, and payment of wages is made from that date ".

In the case of old hands returning for work, the personnel officer scrutinises their cards and appoints them only if their previous record has been satisfactory. All other registered and unregistered factories engage labour, when required, either by sending information to the workers' *bustees*, or by making a selection from among those who offer themselves at the factory gate off and on in the hope of vacancies likely to arise. Generally, the manager or the superintendent selects the workers and there is every reason to expect that the best men are given a chance of employment.

Labour required for tanning is drawn mainly from the depressed class community of *chamars* of Bengal, Bihar, the Central Provinces and the United Provinces.

It is said that there was no shortage of labour during the pre-war period. The position has now changed to some extent. During the Japanese bombing of Calcutta at the close of 1942, workers fled to their homes and there was an acute scarcity of labour. The position returned almost to normal six

months later, when famine conditions led to a large influx of labour into Calcutta. But malaria followed in the wake of the famine and took a heavy toll of the lives of people, and the supply of labour was consequently reduced. The ravages of malaria were especially great in the tannery areas which are literally spotted with thousands of ponds, *kutcha* drains and low lands which offer optimum conditions for the breeding of anopheles, particularly during the rainy season. The managements naturally complain of a shortage of labour at present.

Promotion.

There is no system of promotion—either graded or time-scale—in any of the units surveyed except one. The managements state, however, that they give increments to workers according to their merit and skill.

Standing Orders.

In none of the units except two are there any standing orders governing the relationship between the employers and the employees.

Labour Officers.

In connection with recruitment I have stated already that, in one unit, the personnel officer is entrusted with the welfare of the workers. Acting as liaison between the employer and employees, he inquires into the grievances of the latter. He maintains records of the family history, quality of work and attendance of each worker. Another unit has a Labour Bureau and a Labour Welfare Committee to whom all labour matters are ultimately referred. The management states that there has been no difficulty in the operation of this system, with which fact the workers are more or less in agreement.

There are no labour officers in any of the other concerns and the work of looking after the interests of workers is supposed to be done by the managers themselves. This, as I have found, is entirely unsatisfactory. The managers are always actuated by considerations of production and are too busy with technical and administrative problems to be able to devote any attention to other affairs. It is for this reason that Government should make it compulsory for factories employing more than 200 workers to maintain full-time labour officers to look into the grievances of workers and advance their welfare.

Wages and Earnings.

With the exception of the Bata Shoe Factory, who pay their employees both according to time and piece rate, all other concerns have adopted the time-rate system of payment. In Batas, piece-rate workers form about 80 per cent. of the total labour force. Wage rates are influenced by the prevailing rates in the neighbouring factories and by the efficiency of and extent of demand for individual operatives.

Wage rates.—Wage rates for specified occupations were available only in respect of four factories, but as there were considerable differences in the nature of work done in them, the rates are not strictly comparable. The data in respect of these units are given in Table L.

TABLE L.

Wage Rates for Specified Occupations.

Occupations	Rates. Min.	Rates. Max. (Monthly)	Occupations.	Rates. Min.	Rates. Max. (Daily).	Occupations.	Rates. Min.	Rates. Max. (Monthly).	Occupations.	Rates. Min.	Rates. Max. (Monthly).
First Unit.	Rs. As.	Rs. As.	Second Unit.	Rs. As.	Rs. As.	Third Unit.	Rs. As.	Rs. As.	Fourth Unit	Rs. As.	Rs. As.
1. Setter	20 0	25 0	1. Carpenter ..	0 11	2 12	1. Machineman	25 0	48 0	1. Machineman	22 0	30 0
2. Drumman	15 0	20 0	2. Counter ..	0 12	1 8	2. Lasters ..	25 0	40 0	2. Coolies ..	18 0	30 0
3. Machine-shaver	25 0	35 0	3. Cutter ..	0 12	1 0	3. *Mochis* ..	30 0	40 0	3. Hide-purchaser	140 0	..
			4. Estimator ..	1 0	2 12				4. Heads of departments.	70 0	140 0
4. Hand-shaver	25 0	30 0									
5. Varnish Maistry	30 0	35 0	5. Examiner ..	1 0	2 0						
6. Unskilled	15 0	18 0	6. Fitter ..	0 11	3 8						
7. Staker	20 0	fixed.	7. Ganger ..	1 2	2 0						
8. Flesher	20 0	,,	8. Asst. Ganger	1 0	1 8						
9. Glazer	20 0	,,	9. Machineman	0 11	2 12						
10. Fitter	60 0	,,	10. Packer ..	0 11	1 6						
			11. Painter ..	0 11	1 6						
			12. Coolies ..	0 11	1 6						

Three other units have given the maximum and the minimum rates of wages for unskilled workers and one of them has supplied the rates for skilled workers only as shown in Table LI.

TABLE LI.

Serial Number of unit.	Unskilled workers.		Skilled workers.	
	Minimum	Maximum	Minimum	Maximum
	(in rupees)		(in rupees).	
5	22	30		
6	18	20		
7	18	30	35	52 (Machinemen).

Dearness allowances.—Dearness allowances are paid by all the units, but at varying rates, as shown below :—

One unit has been paying dearness allowance at rates fixed by the Bengal Government from time to time. The current rates are Rs. 14 and Rs. 18 respectively for those who draw a pay upto Rs. 34 and above Rs. 34 per mensem. The second unit pays dearness allowance only to skilled workers like carpenters and machinemen at the rate of Rs. 15 per mensem, as unskilled workers had already been given a 20 per cent. increase in their basic wages. At the third unit, dearness allowance for temporary workers is paid at the rate of Rs. 5|8 for new entrants and at Rs. 7|8 for those who have put in more than three months' service. A worker, who is absent for 21 days in a month is not entitled to any allowance, and the rest are paid in proportion to the number of days worked by them. During the last winter, every one of the temporary workers was given a rug costing Rs. 10 and a *dhoti* costing Rs. 4. The permanent staff of this unit (consisting of only 8 technicians out of a total of 229 workers) have been given a war allowance of 25 per cent. of their wages in 1942, in addition to the usual increments they had received since then and the bonuses of 2 months' and one month's pay in 1942 and 1943 respectively. On the occasion of the annual birthday celebrations of the founder of the tannery, each one of the workers (both temporary and permanent) is given a cash present of one rupee besides one seer of rice and a *dhoti*. The fourth unit pays a uniform rate of Rs. 16 per mensem to all workers. The fifth unit pays a dearness allowance of Rs. 2 per week, a war allowance of 10 per cent. of the total wages paid quarterly plus an allowance of 2½ per cent. of the total wages for the year for regular and punctual attendance. The sixth unit does not pay any dearness allowance on the ground that it has granted an increase of 15 per cent. on the basic salary paid at the time of its inception in 1941 besides a bonus of 25 per cent. of a month's pay in 1942 and 1943, in addition to the supply of rice at concessional rates. The seventh unit pays a dearness allowance of Rs. 1|8 and a food allowance of Rs. 1|4 per mensem plus a 'war bonus' at 25 per cent. of the basic wages for those who get Rs. 15 and below and at 18¾ per cent. for those who get more than Rs. 15 per month. The eighth unit pays dearness allowance at Rs. 4 and at Rs. 5 per mensem for the ordinary and the supervisory staff respectively, but this is made available only to those who have put in satisfactory attendance. All these units affirm emphatically that these allowances are temporary.

Overtime.—There is only one firm which pays overtime according to the Factories Act. Overtime here is worked only when necessary. Four concerns stated that they never work overtime and, of the remaining three firms, two pay at ordinary time rates, while the third pays overtime at double the basic rates. Most of the regulated factories work less than 9 hours per day. Ordinarily, therefore, any extra hour worked does not entitle them to pay

wages at time and half according to the Factories Act. But, it is gathered, that even when over 10 hours are worked, ordinary time rates are paid in direct contravention of the Factories Act. The position in unregulated factories is worse, as excessive hours are worked to get through rush jobs without overtime payment.

Deductions.—One unit makes deductions for their workers' provident fund, rent and sickness benefit scheme. Another unit makes deductions for provident fund only. No deductions are made in the other units.

Fines.—Though only two firms admit the system of fining as a measure of punishment, workers in the other factories allege that they are fined by the managements.

Wage period.—The wage period is usually a month and the waiting period is 7 days. There are, however, two exceptions to this. One unit has the fortnightly system of payment and another unit pays the wages weekly.

Cases have come to light when the wages have been paid after the 10th day following the close of the wage period. In the unregulated factories, there is no guarantee as to when the worker will receive his wages. He is often asked to wait for more than 10 days.

Analysis of wages and earnings.—For an analysis of wages and earnings of workers in the tanneries and leather goods factories of Calcutta, data of basic wages and net earnings of the largest number of those who had worked the same number of days during the wage period were collected in 7 out of the 8 regulated units. In the eighth unit, which employs the largest number of workers, data were collected in respect of only those who had worked during all the six working days of the wage period of one calendar week in the tanning, leather goods and rubber goods manufacturing sections, as workers in the other sections (such as printing, building, manufacture of boot polish, boot lace, etc.) fall outside the scope of the enquiry.

As occupations differ from factory to factory, it has not been possible to attempt an occupational analysis of the wage data. Tables LII and LIII give an analysis according to specified income groups as has been done in the case of the Madras tanneries and leather goods factories.

TABLE LII.

Showing average daily wages in the tanneries and leather goods factories of Calcutta.

Serial number.	Wage groups.	Number and percentage of workers in specified wage groups.					
		Men.			Percentage of total		
		Piece.	Time	Total	Piece	Time	Total
1	Less than 4 As. .. .	..	..	..	..	..	..
2	From 4 As. to -/5/11	..	..	..	..	..	..
3	,, 6 ,, to -/7/11	..	..	..	..	..	..
4	,, 8 ,, to -/9/11	18	22	40	0·64	4·71	1·21
5	,, 10 ,, to -/11/11	2	86	88	0·07	18·42	2 69
6	,, 12 ,, to -/13/11	9	42	51	0·32	9·00	1·54
7	,, 14 ,, to -/15/11 ..	13	115	128	0·46	24·63	3 88
8	,, Re. 1 to Rs. 1/1/11 ..	8	161	169	0·28	34·47	5·12
9	,, Rs. 1/2 to ,, 1/3/11 ..	119	23	142	4·21	4·92	4·32
10	,, Rs. 1/4 to ,, 1/7/11 ..	305	3	308	10·78	0·65	9·34
11	,, Rs 1/8 to ,, 1/11/11 ..	665	..	665	23·50	..	20·17
12	,, Rs. 1/12 to ,, 1/15/11 ..	900	11	911	31·81	2·35	27·64
13	Over Rs. 2/-	790	4	794	27·93	0·85	24·09
	Total ..	2,829	467	3,296	100	100	100

TABLE LIII.

Showing average net earnings per day.

Serial number.	Daily net earnings.	Number and percentage of workers.					
		Men.			Percentage of total		
		Piece	Time	Total	Piece	Time	Total
1	Less than 8 Annas	..	..	..	..	..	..
2	From 8 As. to As -/11/11 ..	18	..	18	0·64	..	0·5
3	,, 12 ,, to ,, -/15/11 ..	13	120	152	0·46	25·7	4·6
4	,, Re. 1 to Rs. 1/3/11 ..	23	268	291	0·82	57·4	8·8
5	,, Rs. 1/4 to ,, 1/7/11 ..	1	33	34	0·03	7·1	1·0
6	,, Rs. 1/8 to ,, 1/11/11 ..	249	28	277	8·80	6·0	8·4
7	,, Rs. 1/12 to ,, 1/15/11 ..	735	2	737	25·98	0·4	22·2
8	,, Rs. 2/- to ,, 2/3/11 ..	867	10	877	30·65	2·1	26·5
9	,, Rs. 2/4 to ,, 2/7/11 ..	202	..	202	7·14	..	6·0
10	Over Rs. 2/8/-	721	6	727	25·48	1·3	22·0
	Total ..	2,829	467	3,296	100	100	100

The data in the tables given above show that :

(a) the general level of wages and net earnings is higher in Calcutta than in Madras, as there are no workers in the income groups below 8 annas ;

(b) the majority of time-rate workers (59.1 per cent) representing the drum-men, lime-yard and bark tanning workers fall within the wage groups, from 14 annas to Rs. 1|1|11 per day ;

(c) piece-rate workers (85.8 per cent. of the total) represented by skilled workmen like shavers, etc., in tanneries and workers in leather goods factories earn basic wages ranging from Rs. 1|8 to over Rs. 2 and net earnings varying from Rs. 1|12 to Rs. 2|3|11 per day ; and that

(d) the narrow margin between basic wages and net earnings is due to the payment of very small amounts of dearness allowances. It has been pointed out already that several units have raised the basic wages and are therefore not paying any dearness allowance. The absence of overtime earnings is another factor contributing to the same result.

Hours of Work.

Among the regulated factories, only 2 work double shifts. The spread-over is usually 9 hours with a rest interval between 1 p.m. and 2 p.m. One unit has 4 general shifts and 9 special shifts and the spreadover there varies from 6 to 13 hours.

The following table shows details of working hours in this unit :—

TABLE LIV.

Arrangement of shifts.

Shift.	Hours of work.	Time of commencement.	Ending.	Rest Interval.	Total spread-over.	Remarks.
I.—General Shifts—4 (four).—						
A.	8½ hours.	7-30 a.m.	6 p.m.	12 noon—2 p.m.	10½ hours.	
B.	8 hours.	12-00 noon	12 midnight	2 p.m.—6 p.m.	12 hours.	
C.	8½ hours	7-00 p.m.	4-30 a.m.	11 p.m.—12 midnight	9½ hours.	
D.	7 hours.	12 midnight	7 a.m.	Nil	7 hours.	
II.—Special Shifts—9 (nine).—						
1	8½ hours	9 a.m.	8-30 p.m.	12 noon—2 p.m. & 6 p.m.—7 p.m.	11½ hours	For godown.
2	8 hours	2 p.m.	11-00 p.m.	6 p.m.—7 p.m.	9 hours	Do.
3	6 hours	7-30 a.m.	1-30 p.m.	Nil	6 hours	For reclaimed rubber section.
4	6 hours	1-30 p.m.	7-30 p.m.	Nil	6 hours	Do.
5	6 hours	7-30 p.m.	1-30 p.m.	Nil	6 hours	Do.
6	6 hours	1-30 a.m.	7-30 a.m.	Nil	6 hours	Do.
7	9 hours	6 a.m.	7-00 p.m.	11 a.m.—3 p.m.	13 hours	For pumpmen, boilermen, vulcanisers and 3 power-house attendants.
8	9 hours	11 a.m.	12 midnight	3 p.m.—7 p.m.	13 hours	
9	6 hours	12 midnight	6-30 a.m.	Nil	6 hours	

Working Conditions.

Factory premises.—With regard to working conditions, the Bata Shoe Factory heads the list with proper construction of buildings, ventilation and lighting arrangements. In all other regulated factories, the general rule is cemented floors and sheds with corrugated iron and thatched roofing. One unit has all its departments in a big shed with a high roof of corrugated iron. Corrugated iron seems to be ubiquitous in this industry, probably on account of its cheapness and ease of construction. But the poor workers have to suffer in summer when it becomes oppressively hot inside. In some departments of certain factories, there were no cemented floors, and, from the nature of work, it is evident that workers have often to work standing on sodden mud which never dries. The drainage inside most of the factories is not at all satisfactory. There is no arrangement for removal of excess water on the floors of various departments, particularly where there are pits. It is not difficult to construct the pits and the surrounding portions in such a way as to obviate the necessity of workers standing in the water or wet ground during the process of work. Only in one factory were workers seen wearing protectors for hands and feet. The managements try to cut down costs, it appears, by providing protectors in as few cases as possible. When I visited a factory, some workers were seen to be hurriedly putting on their gloves at the far end of the liming room. I understand that they are instructed to put on rubber gloves and leggings when strangers enter the factory premises or when word is sent round to that effect. The lime-yards, fleshing and drumrooms are always under water. The conditions are much worse in unregulated factories where hides are put up to dry on bamboo structures above the workers' heads. The floor is not always cemented and the general condition is such as to make one wonder how employers can ever get workers to work under such circumstances. Generally speaking, I find that the factory premises are in an entirely dilapidated and depressing condition with no sign of recent whitewashing in the interior. To add to this, the smell of the hides in process makes matters worse. The factory compound is generally very ill-kept with waste materials lying all round.

Rest shelters.—Rest shelters are conspicuous by their absence. In all tanneries, the managements stated that shelters were not necessary as workers were not allowed any recess during the morning and the afternoon session of the work. At the Bata Shoe Factory, the workers utilise the club room and community house or go to their own quarters during the midday recess. In the Government Harness and Saddlery Factory, the workers utilise the A.R.P. shelters.

Sanitary conditions.—Taking the industry as a whole, the regulated as well as the unregulated factories, one conclusion makes itself apparent to any casual observer, namely that sanitary arrangements are conspicuous by their absence. In some of the larger tanneries, effluence runs out part of the way in *pucca* drains. For the remaining part, it becomes a slow moving sludgy mass emptying itself in some adjoining pond or marshy ground just outside the factory walls.

Drinking water and latrines.—No complaints have been received from workers regarding drinking water in the regulated factories. In the unregulated factories, I heard several complaints. Latrines were insufficient in several sampled units. I must stress the necessity of providing a larger number of taps for drinking water and a fair number of bathing rooms for workers who, from the nature of the work, would naturally need a bath before they go home.

Welfare Activities.

Dispensaries.—Only 3 out of 5 regulated tanneries have dispensaries. Two of them have doctors with L.M.P. diplomas on salaries ranging from Rs. 56 to Rs. 65 per month. The third has an honorary doctor without any diploma or degree. The fourth tannery has a private doctor who is paid Rs. 4 per visit. The fifth tannery sends its employees to the Campbell Medical School hospital for treatment. The unregulated tanneries provide no medical facilities whatsoever. Among the leather goods factories, the Batas have a hospital for in-door and out-door patients. They have in their employ well-paid and efficient medical men to look after the health of their employees. The following statement gives a few important medical statistics for the years 1939, 1942 and 1943.

TABLE LV.

Showing statistics of the Medical Department of Bata Shoe Co., Ltd., for 1939, 1942 and 1943.

Details.	1939	1942	1943
Health Examination of new recruits	1,816	5,425	4,102
Total number of out-door patients treated	37,292	70,231	75,341
Hospital admission (in-door patients)	..	389	500
Percentages of important diseases to total cases :—			
Malaria		0·3	0·04
Dysentery		67·2	17·7
Small pox		0·0001	0·0004
Cholera		0·007	0·010
Tuberculosis		0·003	0·006
Number of innoculations against cholera		358	1,556
Number of vaccinations (primary and secondary)		2,491	2,981

The following extracts from the annual reports of the Medical Department are of considerable interest in connection with the health of the workers in Batanagar.

"It will be noticed that amoebic dysentery heads the list of preventible diseases. Lack of education in matters of food, hygiene and the deplorable sanitary condition of the surrounding areas over which the company has no control are rendering the fight against fly-borne infection very difficult". (1939).

"Ignorance is so rife that resentment has been forcefully expressed by the village folk towards the activities of our Mosquito Brigade who attempted to treat the water spots inside Nangi and other adjoining villages". (1939).

"Gate passes for hawkers, vendors of food, etc., are issued after thorough checking by the Public Health Department and we have kept a strict guard against the adulteration of food stuff. Diseased persons are prevented from roaming about in the colonies". (1943).

The Government Harness and Saddlery Factory has an M.B. doctor who complains of lack of proper arrangements for treatment of patients. The necessary medicines are not always kept at hand and he has to procure them from the army medical stores. The dispensary here is not provided with proper surgical instruments. In another factory, the manager speaks of an attending physician but the employees dub it as a mere show.

Grain shops.—Only five factories can boast of grain shops for their workers. The Bata Shoe Factory comes under the Rationing Scheme and has provided a grain shop for its employees, supplying rice, *atta*, sugar, pulses, and mustard oil at subsidised and Government controlled rates. The subsidised rate is very much lower than the controlled rate and the loss to the company in respect of sales at subsidised rates amounted to Rs. 2,00,814 in 1943. Each single worker gets one card which entitles him to 4 seers of rice and *atta*. A family consisting of one worker and three dependants gets one card extra and a family with one worker and 4 dependants 2 cards extra. Over and above this, all articles are to be purchased only at controlled prices. The National Tannery supplies only rice and *atta* at controlled rates. Three other factories supply *dal* and sugar in addition to rice and *atta*. These amenities are commendable no doubt but it has been found that supplies of commodities are very irregular in many of the factories. Workers are thus forced to resort to the black market and to pay prohibitive prices for some of the necessaries of life. It is clear that they do not always benefit by registering their ration cards with their employers.

Cantcens.—No tannery has initiated either a canteen or a tea shop for the workers. Two out of the three leather factories have, however, made some arrangement for the workers' refreshment. Bata Shoe Factory has a restaurant which caters for about 100 workers and which is subsidised by the management. There are also eating stalls in the Community House run by contractors under the Health Officer's supervision.

Recreation.—Only one of the sampled units (Bata Shoe Company Ltd.) has made provision for the recreation of its workers.[4] The arrangements include the provision of playgrounds for several outdoor games such as cricket, football, hockey, etc.; of facilities for indoor games such as ping pong, and the establishment of a Music School and a cinema. Sports Clubs, Dramatic Associations, Red Cross Committees and Boy Scouts Organisations also play an important part in the recreational and cultural activities of the workers of this unit.

Education.—The Batas maintain free primary schools for the education of the children of workers. At the time of my enquiry in May 1944, there were 110 pupils and 4 teachers and the approximate cost of running the schools was Rs. 74 per week. For the benefit of literate workers, a reading room is maintained, where four English and four Vernacular dailies are subscribed for in addition to four weekly magazines.

Housing.

Only a few factories were found to provide any type of accommodation for their workers. Three tanneries provided housing for 16 per cent., 8 per cent., and 8 per cent. of their employees including *darwans* respectively. The houses in two cases are of the *katcha* type with thatched roof and *katcha* floor. The ventilation and up-keep are very unsatisfactory. In the third case, rooms for twelve men are provided with *pucca* floors, walls and tiled roofs. The rooms are 10 ft. × 6 ft. and each accommodates two men. In no case is subletting allowed. These quarters are all rent-free. The Bata Shoe Factory has provided *pucca* houses for 25 per cent. of their employees, both married and unmarried. They charge a nominal rent and the

condition of the houses is among the best found anywhere in Calcutta. Table LVI gives details of the housing accommodation provided by them :—

TABLE LVI.

Serial No.	Type.	Number of families accommodated.	Dimensions and other particulars.
1.	Two storied family quarters ..	9	Verandah—5′ × 21′-10″ × 8′. Living room—10′ × 14′ × 11′. Drawing room—10′ × 14′ × 11′. Kitchen—7′-6′ × 7′-6′ × 9′-3″. Bathroom—4′ × 3′ 6″ × 8′.
2.	One storied family quarters ..	6	Verandah—5′ × 11′ × 7′-6′. Living room or drawing room—10′-6″ × 15′ × 11′. Kitchen—6′-6″ × 9′ × 9′. Bath room—3′ 6″ × 4′ × 6′-6″.
3.	Two storied family quarters ..	6	Verandah—4′ × 10′-7½″ × 8′ 2″. Living room—10′ × 8′ 11″ × 11′. Drawing room— Do. Kitchen—4′ 8½″ × 5′ 9″ × 5′-10½″. Bath room—4′-3″ × 8′ 4″.
4.	One storied family quarters ..	3	Verandah—6′ 11″ × 21′ 6″ × 11′. Living room—10′ × 14′ × 11″. Drawing room— Do. Kitchen—7′-6″ × 7′-6″ × 9′. Bathroom—4′-7″ × 3′ 6″ × 8′ 4″.
5.	Bachelors' quarters	60	Verandah—4′-6″ × 10′ × 9′. Bed room—12′ × 10′ × 12′.
6.	Bachelors' quarters	36	Verandah—4′-6″ × 10′ × 9′-6″. Bed room—12′ × 10′ × 12′.
7.	Clerks' Colony for Bachelors ..	18	Verandah—10′ × 10′ × 9′. Bed room—17′ × 10′ × 11′.
8.	Manager's House	1	Verandah—9′ × 13′ × 14′. Living room—16′ × 20′ × 14′. Drawing room— Do. Kitchen—13′ × 10′-6″ × 14′. Bath room—3′-6″ × 7′-3″ × 14′.
9.	Supervisors' quarters ..	2	Verandah—9′-6″ × 20′ × 11′. Living room—16′ × 16′ × 11′. Drawing room—11′ × 11′ × 11′. Kitchen—9′ × 12′ × 9′-6″. Bath room—5′ × 7′ × 11′.
10.	Supervisors' Bachelor quarters	..	Verandah—13′ × 9′ × 11′. Living room—32′ × 20′ × 11′. Bath room—8′ × 4′ × 11′.

Workers not provided for by their employers live in rented houses in the adjoining *bustees*. The *bustees* comprise a collection of the usual *katcha* type of huts found in all industrial areas of the city. They are usually in the worst possible condition of disrepair, with leaking roofs and dilapidated walls, surrounded on all sides with pools of water or, in the alternative, with marshy and damp grounds. These huts have no windows. The sanitation around them is appalling. His Excellency the Governor of Bengal has evinced a keen personal interest in the *bustees* and it is gratifying to learn that a long-term housing scheme has already been drawn up and is now under consideration.

Working of Labour Acts.

All the 8 factories surveyed come within the purview of the Factories Act, the provisions of which, according to employers, are duly complied with. On enquiry, it was disclosed that the visits of the Factory Inspector were few and far between. Only in 2 cases were the Factory Inspectors' remarks to be found. These consisted, in the main, of orders regarding proper posting of abstracts of the Factories Act, the Payment of Wages Act, etc., and gave instructions for fencing of specific machinery. In all other concerns, the factory inspector had visited the premises but no records could be found by my investigating staff. It is reported that in none of these factories did the inspectorate insist on the maintenance of any permanent records of their visits. Several shortcomings were noticed. For instance, with the exception of one unit, notices as required by the Factories Act were posted, if at all, only in English. Many belts and driving pulleys were unfenced. The interiors of the sheds were in a dirty and dilapidated condition. Furthermore, there were several cases of workers suffering from foot sores as a result of work in the liming and fleshing departments. In unregulated factories, children were employed from sunrise to sunset.

Figures for accidents were not available in any of these units except two. Two minor accidents occurred in one in 1943 and a compensation of Rs. 9 was paid. The manager of the other unit stated that 761 accidents of a minor nature occurred in 1943. Of these, 98 received compensation.

Upon enquiry, it was learnt that though accidents had occurred in some of the other factories, no compensation was ever paid. This is probably due to the ignorance of workers about the provisions of the Workmen's Compensation Act. No action has ever been taken by any factory to acquaint the workers with its provisions.

With regard to accidents I was not able to assess their frequency owing to the lack of statistics except in two factories. From the nature of work, it does not appear probable that very many major accidents could occur in the normal course of events. There is, however, plenty of room for enforcing the Safety Acts.

Occupational Diseases.

Interrogation of managers failed to reveal the existence of any type of occupational diseases. Nor were any medical records available to show the incidents of anthrax at any time. Very often workers suffer from sores which, according to their statement, are caused by the nature of their work. These may be put down as an occupational disease. It is thus necessary that statistics on the subject should be kept and arrangements made for the requisite medical aid.

Civil Condition and Indebtedness.

To supplement the information collected by *ad hoc* survey, investigation into the social and economic condition of 214 tannery workers in the regulated tanneries was undertaken.

Migration.—Out of 214 sampled workers examined, **194**, *(i.e., about 91 per cent.)* were *found to have migrated* from other provinces to Calcutta. The following table shows the number of immigrants :—

TABLE LVII.

Migration.

Year.	Total number drawn from different provinces.					Percentage of workers from each province to the total.				
	Bihar.	C. P.	U. P.	Other Provinces.	Total.	Bihar.	C. P.	U. P.	Other Provinces.	Total.
1921—30	13	..	2	2	17	6·70	..	1·03	1·03	8·76
1931—35	37	..	12	1	50	19·07	..	6·19	0·51	25·77
1936—40	56	..	16	..	72	28·87	..	8·25	..	37·12
1940-41	10	1	4	..	15	5·16	0·51	2·06	..	7·73
1941-42	6	..	10	..	16	3·09	..	5·16	..	8·25
1942-43	9	..	4	..	13	4·64	..	2·06	..	6·70
1943-44	5	1	5	..	11	2·58	0·51	2·58	..	5·67
Total ..	136	2	53	3	194	70·11	1·02	27·33	1·54	100·00

From these figures it will be clear that the tanneries in Calcutta depend almost entirely on Bihar and U.P. for their labour supply, as the former accounts for about 70 per cent. and the latter for about 27 per cent. of the total labour force.

Religion and Caste.—That this industry draws labour from both Hindus and Muslims and particularly from the scheduled castes may be seen from the statement given below :—

TABLE LVIII.

Showing distribution of samples by provinces and communities.

Community.	Total number.						Percentage to total.					
	Bengal.	Bihar.	C. P.	U. P.	Other Provinces.	Total.	Bengal.	Bihar.	C. P.	U. P.	Other Provinces.	Total.
Caste Hindus	10	22	..	12	..	44	4·67	10·28	..	5·61	..	20·56
Scheduled Castes	6	101	2	20	1	130	2·80	47·20	0·93	9·35	0·47	60·75
Muslims	4	13	..	21	2	40	1·87	6·08	..	9·81	0·93	18·69
Other Communities	..	..	..	..	..	..	..	..	..	..		
Total ..	20	136	2	53	3	214	9·34	63·56	0·93	24·77	1·40	100·00

It is apparent that, out of 214 tanners, 130 (*i.e.*, 61 per cent.) were drawn from the lower castes of Hindus like *Chamars, Raigar, Khatik, Bagri, Jotia*, etc. This indirectly shows the aversion of the higher castes to tanning which has been the traditional profession of the village *chamars* and *mochis*.

The difficulty of finding adequate livelihood in their native places has compelled the scheduled castes to seek employment in the city where caste disabilities, unlike villages, are slowly losing much of their force.

Home visit.—The natural result of the dependence of this province on migrant labour is fluctuation in employment during some parts of the year. Yearly visits to one's native village is the usual practice among most of the tanners. It will be seen from the following table that 133 (*i.e.*, 67 per cent.) of the tanners visited their homes once a year, while more frequent visits, *viz.*, quarterly and six-monthly, were paid by 12 (6 per cent.) and 54 (27 per cent.) tanners respectively.

TABLE LIX.

Frequency of visit.	Number of tanners.	Percentage to total.
Quarterly	12	6·03
Half yearly	54	27·14
Annual	133	66·83
Total	199	100·00

Of the 214 tanners questioned, 178 were married and 36 unmarried. Among the bachelors, all were found to be within 16 to 35 years of age. A table showing the age-distribution of married and 'single' men is given below :—

TABLE LX.

Showing age-distribution of married and single men.

Age.	Total number.			Percentage of total.		
	Married.	Unmarried.	Total.	Married.	Unmarried.	Total.
16—20	6	13	19	2·80	6·08	8·88
21—25	19	17	36	8·88	7·94	16·82
26—30	49	4	53	22·89	1·87	24·76
31—35	42	2	44	19·63	0·93	20·56
36—40	40	..	40	18·69	..	18·69
41—45	13	..	13	6·07	..	6·07
46—50	5	..	5	2·33	..	2·33
51 and over ..	4	..	4	1·89	..	1·89
Total ..	178	36	214	83·18	16·82	100·00

Indebtedness.—The following table showing the distribution of debts by sources and causes will be instructive :—

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Table LXI.

Distribution of Debt by Sources and Causes.

Sources.	Mahajan.			Friends & relatives.			Pathan.			All sources.		
Causes.	Number of cases.	Principal (average per capita debt.)	Average rate of interest p.m.	Number of cases.	Principal (average per capita debt.)	Average rate of interest p.m.	Number of cases.	Principal (average per capita debt.)	Average rate of interest p.m.	Number of cases.	Principal (average per capita debt.)	Average rate of interest p.m.
		Rs.			Rs.			Rs.			Rs.	
Marriage	17	50·56	3·25	10	2·97	..	6	20·83	12·50	33	30·79	5·25
Sickness	30	12·96	3·15	31	11·79	..	5	15·20	12·50	66	13·32	5·22
Death	7	17·08	3·13	6	13·33	..	1	15·00	12·50	14	15·14	5·21
Insufficiency of earnings	40	23·70	3·40	55	9·83	..	9	25·71	12·50	104	19·75	5·30
Total ..	94	..	..	102	..	..	21	..	..	217	..	..
Percentage to total number of cases ..	43·22			47·00			9·68			100		

Out of 217 cases of those indebted, 104 had incurred debt to meet the deficiency of earnings and 66 workers were indebted due to large expenditure at the time of sickness. The major source for both types of indebtedness was the mahajan, friends and relatives. In the case of debt from friends and relatives, no interest was charged and this factor probably accounts for the preference of this source to others, as, out of 217 cases, 102 were found to be indebted to their friends and relatives. The burden of the tanners' indebtedness is due not so much to the amount outstanding as to the high rate of interest at which the debts are incurred. The rate of interest varies from 3 per cent. to 12-1|2 per cent. p.m., i.e., from 36 per cent. per annum to 150 per cent. per annum.

General.

The following details of provident fund were available only in the case of the Bata Shoe Co., Ltd. :—

(1) Number of members : 2,016.
(2) Total monthly contribution : Rs. 2,682|4|-.
(3) Investment—In Government Promissory notes.
(4) Rate of interest earned : 3 per cent. per annum.

A member forfeits his right to the company's contribution if he is dismissed from service. If he leaves the service voluntarily after completing 5 but less than 10 years' continuous satisfactory service, he is entitled only to a certain percentage of the company's contribution.

The Batas have a Benefit Fund to the extent of Rs. 1,736, out of which deserving cases are helped on the recommendation of the personal officer for the education of the children of workers. Further, they have also established a Workers' Sickness Benefit Society, the first of its kind in India, which provides medical relief and financial assistance, details of which are as follows :—

Membership in the society is open to all employees of the company and the funds are made up of compulsory contributions from employees in accordance with the following scale :—

Salary of Rs. 7 or less per week—Nil.
Salary of Rs. 7 per week upto Rs. 10—Anna 1.
Salary of Rs. 10 per week upto Rs. 15—Annas 3.
Salary of Rs. 15 per week upto Rs. 20—Annas 4.
Salary of Rs. 20 per week upto Rs. 29|15—Annas 8.
Salary of Rs. 30 per week and above—Re. 1.

The company pays at least an equivalent sum contributed by its members and the entire fund is administered by a Board of Trustees appointed by the Company.

All members are eligible for the following benefits :—

(a) In case of ordinary sickness of a member, he will present himself at the Society's dispensary when he will be attended by a Medical Officer under the Society who will examine him and then, if necessary, supply him with medicines other than proprietory and patent, and will also advise him general-

(b) In case of sickness of a member confining him to bed and disabling him to attend the Dispensary for medical attendance, one of the Medical Officers under the Society will attend the member at his residence, provided, however, that the member resides in the Company's premises at Batanagar or in the near vicinity of Naugi or in the Society's hospital as the case may be and give necessary medical relief as aforesaid.

(c) In case of sickness of the wives and children of the members residing at the Company's premises at Batanagar or its near vicinity, one of the

Medical Officers under the Society will attend and render necessary medical help as aforesaid.

(d) In case of sickness, duly certified as hereinafter provided, of members who have completed one year's continuous service under the Company, the Society at its discretion will extend further help to such deserving members in the shape of contribution up to a maximum limit in a year to half of the respective members' average salary or wage for 14 days.

The following statement gives details of the income and expenditure of the fund for the years 1942 and 1943 :—

TABLE LXII.

Details.	1942.	1943.
	Rs.	Rs.
1. Contribution from Members	50,13,090	64,28,908
2. Contribution by the Company	95,65,738	70,80,990
3. Sundry income	7,59,837	9,45,648
Total ..	1,53,38,665	1,44,55,546
4. Salaries of doctors	36,37,380	51,44,623
5. Contributions towards salaries of sick members	25,29,723	27,34,459
6. Cost of medicine, etc., and diet charges	27,29,659	35,58,265
7. Sundries, rent, stationery, license, etc.	10,80,251	9,68,438
8. Depreciation on Medical Equipment	5,74,284	19,79,972
9. Surplus of income over Expenditure	47,87,368	69,789
Total ..	1,53,38,665	1,44,55,546

Another unit has established a provident fund for its employees, but no rules have yet been framed for its working. There are no pension schemes or gratuities in any of the units surveyed.

Unregulated Tanneries.

The unregulated tanneries of Calcutta may be classified into two broad groups—the Chinese and the Punjabi, according to the nature of their ownership and management. The former are located in the South Tangra Road of Dhappa Municipal area and the latter in the Tiljala Ward of the Calcutta Corporation. There are considerable differences not only in the organisation and management of these two different types of tanneries, but also in the labour conditions prevailing therein.

A. Chinese Tanneries.

In the South Tangra Road of the Dhappa Municipal area, where the Chinese tanneries are located, there are about 50 units, though the number of tanners is about 200. This is because 4 or 5 tanners usually work in a single factory which is generally owned by one large tanner and is leased out at a rent of about 12 annas to 14 annas per day per tanner for the use of machinery and premises. This arrangement for economising machinery is said to be one of the causes for the successful competition of Chinese tanners against Indian tanners. The machinery installed in these factories comprises washing drums as well as glazing and polishing equipment and is driven by electric power. Not all the factories are of the same size. Some are very small units, capable of employing only about 10 workers at a time, while some are medium-sized employing from 20 to 50 workers and a few are large-scale ones employing about 100 workers. Among the workers, there are a few Chinese, men and women, who are said to be paid about twice the wages of Indian workmen. Another important point to be noted about these Chinese tanneries is that all of them are engaged in chrome tanning, while the Punjabi tanneries carry on chrome tanning as well as bark tanning, particularly the latter.

Employment.

The total number of workers employed in these 50 units is estimated to range between 2,000 and 3,000. There is said to be a fairly large increase in employment during winter, when cattle mortality is higher and consequently a larger supply of raw hides and skins is available.

The tanners have not adopted any system or method of recruitment of labour, as workers already in employment bring their own friends or relatives. Workers, who have put in several years of service, are placed at par with fresh recruits, and it is complained that the whole system of recruitment, promotion and dismissal is thoroughly arbitrary. It is further stated that tanners in one factory often offer slightly higher wages for skilled workmen with a view to drawing them off from other factories and that there is consequently much turnover from factory to factory. No factory or tanner maintains any attendance register from which one could obtain figures of employment or absenteeism. But each worker is, however, given a small note book in which the number of days worked by the employee and the wages earned by him are noted in Chinese characters. Curiously enough, the sheet or page allotted for each month is torn off at the end of the month and retained by the tanner so much so that it is impossible even for the worker to know anything about the records of the previous months.

Wages and Earnings.

Wages are paid monthly and the rates of wages as given by the workers are as follows :—

		Minimum. Rs.	Maximum. Rs.
(1)	Washers, lime-yard men, Unhairers, Drummers and Glazers ..	20	25
(2)	Stakers	30	45
(3)	Shavers	70	130

The wider variations in the case of the second and the third categories of workers, namely, stakers and shavers, are attributed to the highly skilled character of these occupations. Workers in the first category of occupations are interchangeable and their supply is consequently larger than that of those in the other two categories.

All the Chinese tanners pay a flat rate of dearness allowance of Rs. 17 per mensem per worker and this, as will be shown presently, was the result of an agreement between the owners and workers following a strike in January 1940.

Though none of these tanneries is under the purview of the Factories Act, the hours of work are fairly well-regulated and overtime payment is made at the rate of one anna per hour. The workers affirmed that no fines are imposed and that no deductions are made from wages and that all wages for the month are paid on the 10th of the subsequent month. These tanneries present a spectacle of the worst conditions of filth and dirt and offer a standing challenge to the civic consciousness of the Dhappa Municipality. Factory buildings in respect of the bigger units are *pucca* but flooring in all cases is *katcha*. Where the factory has a thatched roofing and is open on one or more sides, there is adequate ventilation and sufficient protection against heat, as roofing in almost all cases is generally very high. There is an insufficiency of windows and consequently of ventilation in the case of those factories, where walls are built of brick and mortar. There is not much of congestion in the smaller units, but the hurdling of raw hides and skins or of leather in various processes in all parts of the premises, particularly in the larger units, presents an atmosphere of untidiness. In addition, fleshings are thrown pell mell or piled up in different places, giving rise to a stinking smell.

All this is aggravated by the utter lack of drainage arrangements for the disposal of the wash water as well as the effluents. As the whole area is a low-lying land, it is said to become a vast sheet of water in the rainy season. In the summer months, all waste water, together with the fleshings, is drained off into pools and ponds within about 10 to 50 yards of the premises of each unit. The stink emitted by these ponds, with the exuding of decomposing fleshings, is horrible. One's sense of sanitation becomes almost benumbed when he finds the Chinese tanners having constructed in these ponds platforms in the form of piers by means of bamboo poles in order to dry raw hides. It is strange that all the Chinese tanners, without a single exception, cook, eat, and sleep with their womenfolk and children in portions of their factory premises. It is no wonder that the recent epidemic of cholera is said to have broken out first in this area and also taken a very heavy toll of human lives.

Welfare Activities.

There are no welfare activities of any kind in any of the units under reference. The Chinese owners, however, have established a school for the education of the Chinese children exclusively. They have also organised a social club, where Chinese workers can meet and enjoy recreational facilities. All these activities are carried on under the auspices of the Chinese Tannery Owners' Association.

Housing.

Indian workmen employed in the Chinese tanneries live in the locality, paying rents varying from Rs. 3 to Rs. 4 per mensem for a *katcha* house with a floor area of only about 150 square feet. The walls are built of mud and roofing is of cocoanut thatch. There are hardly any windows in any of the houses. The doorway is both narrow and low. Water is taken from the nearby masonry wells. There are very few public latrines. Drainage of the surrounding area is exceedingly unsatisfactory, and, in fact, the effluents and the waste water of the tanneries easily find their way into the streets of these houses during the rainy season.

Safety Acts, etc.

I have noted already that all these tanneries have not yet been brought under the control of the Factories Act. It is not known why the Bengal Government should exempt them, particularly when they use electric power and employ even as many as 50 to 100 workers. Difficulties of administration or inadequacy of inspecting staff cannot be given as excuses for inaction. In my opinion, the enforcement of the provisions of the Factories Act, the Payment of Wages Act and the Workmen's Compensation Act should be an exceedingly simple task, as all these units have to depend solely upon the Bengal Government for the supply of salt and chemicals and the Dhappa Municipality for the supply of electric energy. Early action in this direction is essential in the interest of the health and welfare of workers.

Trade Unions.

This account of the Chinese tanneries may well close with a brief reference to workers' organisation in the industry. The compactness of the colony, the similarity of conditions of work and wages in the different units and the caste solidarity of the main body of leather workers (*chamars* and *mochis*), of course, favour the growth of trade unions in this centre. As against these advantages, must be weighed some of the most serious handicaps, such as illiteracy of workers, lack of leaders from among their ranks and the strong financial position of the owners. Nevertheless, by resorting to the powerful weapon of strike in January 1940 the workers, who had then been formed into an unregistered and unrecognised association—called the Tannery Workers'

Union—succeeded in compelling the owners to concede all their demands which were embodied in the following terms of agreement dated 8th January 1940 :—

(1) " 9 hours of work per day. Work shall continue between 8 a.m. and 12 noon and between 1 p.m. and 6 p.m.

(2) " Wages should be paid within the 10th of the next month.,

(3) " All arrears will be cleared up within 15 days from to-day.

(4) " 5 per cent. increment of wages for all workers working under the proprietorship of Chinese owners.

(5) " (a) Sunday leave will be given with full pay but owners may take 2 hours' work from lime-yard workers only provided the owners pay overtime according to their working hours in cash, immediately after work.

"(b) Other holidays, in all 12, as per attached sheet will be given to them with full pay, but the lime-yard workers must work according to above article 5(a).

(6) "(a) Dismissal or employment of workers be left entirely to the decision of the tannery owners and, on dismissal, the workers' due pay will be paid immediately.

"(b) Major disputes between workers and owners will be settled by the consultation of both the parties, *viz.*, the representatives of the Owners' Association and the Tannery Workers' Union.

(7) " Ill-treatment must be stopped but the workers should behave in proper manner before their superiors and should not take undue advantage over their employers.

(8) " In case of accident received from machine, the employers will be responsible for providing proper medical treatment.

(9) " No workers should be dismissed due to this strike.

(10) " Every worker will be provided with a note book showing the number of days worked ".

Since June 1944, the *Chamars,* hailing from Bihar, have formed a regular trade union and have registered it under the Indian Trade Unions Act of 1926. Though the union has been in existence for nearly a year, the office-bearers have not yet opened either the membership register or the account books for the maintenance of proper records. I could only get oral information to the effect that the membership of the union at the time of my enquiry in May 1945, was 850 and that subscription per head payable either in instalments or in one lump sum had been fixed at Rs. 2 per year.

B. Punjabi Tanneries.

Strictly speaking, not all the tanneries located in the Tiljala Ward of the Calcutta Corporation are owned by the Punjabis. Some of them are owned by Bengalis, Beharis and Madrasis.

Three different types of tanning are carried on in this area—half tanning of local hides and skins, finishing of half tanned hides imported from Madras and Chrome tanning. The manufacture of glaze-kids is an important branch of work carried on by a few Behari *Chamars.* The high price of raw hides, transport difficulties in importing half-tans from Madras, the purchase of chemicals for chrome tanning at black-market rates (as these tanneries are neither registered nor have they any central organisation like the Chinese) and the obligation to sell all sole leather to Government at controlled prices are some of the difficulties experienced by this group of unregulated tanneries.

Employment.

It is very difficult to arrive at any accurate estimate of the total number of workers employed in the Punjabi tanneries. There are wide seasonal fluctuations in tanning ; work being heavy in the winter months and dull in the summer months. Moreover, the importation of half-tanned goods from

Madras and the supply of bark and chemicals is very irregular and uncertain. These difficulties are aggravated further by frequent absenteeism and considerable labour turnover from one unit to another. According to local information, all the units of the area numbering about 200 employ about 2,000 to 3,000 workers. There is an utter absence of attendance registers or any other records in any of these units.

Labour is recruited by the employer, as and when required and discharged without notice.

Wages and Earnings.

Owing to shortage of skilled labour, *per capita* wages are said to have gone up from Rs. 25 in 1939 to Rs. 50 in 1945. In fact, employers have also to pay handsome advances to the extent of one or two months' wages in order to attract labour. Wage rates also vary from unit to unit, partly because of competition from employers and partly because of the differences in the nature of work done in them.

No fines are imposed and no deductions are made from wages, except in respect of recoveries of advances. The wage period in all the units is a calendar month and wages are said to be paid regularly before the 10th of the succeeding month.

Sunday is not observed as a closed day. There are no paid holidays either.

It may be noted here that some of the Behar *Chamars* in the area carry on all the processes of work themselves without any hired labour.

Working Conditions.

Though there are no recognised working hours, almost all the units are reported to work from 8 a.m. to 5 p.m. with one hour's break between 12 noon and 1 p.m. for midday meals.

There are no *pucca* buildings as such for these tanning units. There are merely thatched sheds open on almost all the four sides. Flooring is *katcha* in all cases and there are no drainage arrangements. Ventilation is more or less satisfactory. The premises are all dirty as they are choked with heaps of hair, fleshings and used bark and lime. There are a few large ponds in between the various units containing filthy and stagnant water, wherein workers were found bathing. All open spaces in front of some of the units are utilised for drying raw hides or glazed kids. Effluent is usually carried in buckets and emptied in the street drains built by the corporation.

Welfare Activities.

There are no welfare activities of any kind for the tannery workers of this area.

Housing.

All the workers in these tanneries live in *bustees*, situated close by. These *bustees*, as is well-known, are the seed beds of all dirt, filth and disease, and it may be hoped that the recent programme of the Bengal Government for improving their conditions will benefit also the tannery workers.

Trade Unions.

There is no trade union organisation among the tannery workers of this area, though about 5 per cent. of them are members of the Bengal Tannery Workers' Union, the registered office of which is located on the Tangra road.

Safety Acts, etc.

In conclusion, I may repeat the suggestion made in respect of the Chinese tanneries that the provisions of the Factories Act, the Payment of Wages Act and the Workmen's Compensation Act should be enforced in all tanneries. In fact, the location of nearly 200 units in a compact area should make the administration of these Acts simple and cheap.

PART IV.

SUMMARY AND CONCLUSIONS.

The *ad hoc* enquiry into labour conditions in the tanneries and leather goods factories of Cawnpore, Madras and Calcutta covered 13, 15 and 58 units respectively. Of these, 11 in Cawnpore, 9 in Madras and 8 in Calcutta were regulated and the rest unregulated.

Employment.

Total employment as in January 1944 in the sampled units in all the three centres was about 27,000. Out of 2,790 workers in Madras, 93.5 per cent. were men, 4.8 per cent. were women and 1.7 per cent. were children. Of the 13,914 workers in Cawnpore, 50 were women and 26 were children. Only 21 women were employed in one of the 8 regulated units of Calcutta wherein total employment was 9,410. Contract labour was found only in Cawnpore, its percentage to the total number of workers in the centre was, however, only 1.9. As a result of the present war, there has been a large increase in the number of tanneries and leather goods factories, and consequently in the number of workers employed both in Cawnpore and Calcutta though, in Madras, there has been a decrease in employment except in one of the sampled units, as they are engaged only in tanning and are facing an acute shortage of raw hides and skins, the bulk of which are imported from Calcutta.

Recruitment.

In all the three centres, labour is recruited directly by the managers (or labour officers in a few large units) at the factory gates as labour offers itself voluntarily for employment. The Japanese bombing of Calcutta and the heavy toll of malaria in the wake of the recent famine have, however, caused a certain amount of shortage of labour in this centre. At Cawnpore, *badli* labour is employed to the extent of about 450 workers per day (out of a total employment of about 20,000 workers in all units, sampled and otherwise). In this centre, there is definite evidence of jobbers, or others in charge of recruitment demanding and taking bribes for securing employment for workers. In two of the larger tanneries of Madras and Cawnpore and one of the leather goods factories of Calcutta, there is a medical examination for workers, before they are actually employed.

Terms and Conditions of Service.—The available data regarding the length of service of workers in all the three centres show that, except in a few large-scale units, workers are discharged according to the whims and fancies of the managements concerned and that, even in those concerns where a distinction is made between permanent and temporary hands, the status and privileges of the two categories are either vaguely defined or not defined at all, with the result that permanent workers have very few advantages worth the name. There is no machinery for enquiring into the grievances of workers in any of the smaller units while, it is alleged, that labour officers in some of the bigger units are not dealing sympathetically with labour. At Cawnpore, it is alleged that contractors not only underpay labour but also inflict corporal punishment on them. Workers in the unregulated tanneries of Calcutta also complain of infliction of corporal punishments by their employers.

Wages and Earnings.

The bulk of the leather workers being *Chamars* (belonging to the depressed classes) wages in the tanneries are generally low. In Madras they range, on an average, from 6 annas to 10 annas per day. At Cawnpore, also, the basic wages of the majority of workers on a time-rate basis are only from

6 annas to 12 annas per day. In Calcutta, the general wage level is higher as the basic wages of all workers are above 8 annas per day. Time workers earn from 14 annas to Rs. 1|1|11 and piece workers (forming 85.8 per cent. of the total number of workers) from Rs. 1|8|- to over Rs. 2 per day.

Almost all the sampled units in the three centres pay dearness allowances to meet the increased cost of living due to war, the rates at Cawnpore being the highest. The wage period in Madras, in the majority of units, is one fortnight while it is generally one month in Cawnpore and Calcutta. Wages are paid promptly at the end of the wage period in all the three centres. At Cawnpore, there are complaints of deductions from wages in the case of contract labour. Fines, as a rule, are not imposed. Nor are there any unauthorised deductions from wages.

Working Conditions.

Working conditions are most deplorable in almost all the tanneries in all the three centres. Apart from the lack of sanitation and suitable drainage arrangements for the disposal of effluent, flushings and hoofs are thrown in different parts of the factories. Bathing and washing facilities are totally absent except in two of the larger tanneries in Madras and one in Calcutta. Even latrines and urinals are inadequate in some of the regulated factories and almost entirely absent in the unregulated ones. Flooring is *katcha* in all but the few largest tanneries and slippery in several places. Rest shelters have not been provided except in one large tannery in Madras, three in Cawnpore and one in Calcutta. Protective equipment such as gloves, rubber boots, aprons and respirators is given only in the larger tanneries.

Welfare Activities.

The larger tanneries and leather goods factories in all the three centres have provided a few dispensaries and medical facilities, though not quite adequately to meet the needs of workers. The U. P. Government are running three welfare centres in the areas inhabited by the leather workers at Cawnpore. Schools for the education of workers' children are being maintained by a few of the larger tanneries in all the three centres.

Labour Legislation.

The provisions of the Factories Act are flagrantly violated in all the smaller tanneries of all the three centres. Hours of work are utterly unregulated and children are also employed in a fairly large number of these units. In Cawnpore contract labour is made to work beyond the scheduled hours and is not given overtime wages or compensation for accidents. In the case of women, maternity benefits were paid only in one large tannery in Madras. The names of women are not entered in the registers of tanneries at Cawnpore.

Trade Unions.

There is one trade union among the leather workers of Madras which has been responsible for making the managements of two of the larger tanneries pay bonuses, and 10 days' leave with pay for permanent workers and maternity benefits to women workers.

At Cawnpore there are two trade unions of which one is under communistic leadership. Both the unions have been successful in representing the grievances of workers to the Labour Commissioner and securing conciliation proceedings. At Cawnpore there was only one minor strike in one of the sampled units. In Madras, also, there were only a few minor strikes in two of the larger tanneries.

There is a trade union organisation among the workers in the unregulated tanneries of Calcutta. By resorting to a strike in January 1940, they succeeded in getting several of their demands met by the employers.

Indebtedness.

A large percentage of workers is indebted in all the three centres—100 per cent. in Calcutta, 69.3 per cent. in Cawnpore and 66.4 per cent. in Madras. The rate of interest ranges from 12 to 150 per cent. per annum. Among the causes of indebtedness, borrowings for consumption purposes stand out prominently accounting for 43 per cent. of all loans in Madras, while borrowings for marriages are responsible for 40.9 per cent. of the total debt in Cawnpore.

Conclusion.

There is a great need for a stringent and rigorous enforcement of the provisions of the Factories Act in all the tanneries, particularly those in Calcutta. Minimum wage legislation seems to be called for in this industry as workers are not properly organised. Housing, education, medical aid and similar welfare activities should also be undertaken on a large scale.

A. MUKHTAR,
Member, Labour Investigation Committee.

GORTON CASTLE :
The 30th July 1945.

Appendix I.

Wage-Rates (per day) in one tannery in Madras.

Class of workers.	Minimum. Rs. As. Ps.	Maximum. Rs. As. Ps.	
FINISHING:			
Glazing Machine..	0 7 0	30 0 0	P.M.
Stacking Machine	0 7 0	32 8 0	,,
Shaving Machine	0 8 6	24 0 0	,,
Rolling Machine	0 9 0	0 12 0	
Setting Machine	0 7 0	28 0 0	P.M.
Splitting Machine	0 8 0	28 8 0	,,
Pressing Machine	0 10 0	0 13 6	
Seasoning, Fluffing and Straining, P/W	0 8 0	0 15 0	
Hand Setting	0 9 0	0 13 0	
BARK YARD:			
Rolling machine	0 8 6	0 11 0	
Bark, etc., crushing	0 9 6	0 11 6	
Pit	0 7 0	0 9 6	
Table	0 8 0	0 12 0	
Helpers	0 7 0	0 11 6	
Bleaching	0 7 0	0 12 0	
Drum splitting machine	0 10 0	0 14 0	
CHROME YARD:			
Helper	0 7 6	0 9 0	
General	0 9 0	0 14 0	
Maistries	0 12 0	35 0 0	P.M.
Machine men	0 8 0	0 12 0	
Boys	0 3 0	0 6 0	
LIME YARD:			
Helper	0 7 0	0 10 0	
Knifer, Scudder	0 8 0	0 13 6	
Boys	0 4 0	..	
PATENT:			
Men	0 7 0	0 11 6	
Boys	0 5 0	..	
ENGINEERING:			
Electrician	0 12 6	65 0 0	
Maistries	35 0 0	65 0 0	
Engine Drivers	19 0 0	47 0 0	
Firemen	25 8 0	30 0 0	
Oilmen	0 8 6	0 13 0	
Fitters	0 14 0	1 0 0	
Turners	0 13 0	1 6 0	
Riveters	0 12 0	0 12 6	
Boilermen and Blacksmith	0 12 6	1 1 0	
Carpenter	0 13 0	1 1 0	
Bricklayers	0 13 0	0 15 0	
Coolies	0 6 0	0 8 6	
MANUFACTURED GOODS:			
Men	0 7 0	1 8 0	
Boys	0 3 0	0 4 0	
Woman P/W	0 3 0	0 5 0	

APPENDIX II.

Wage-Rates (per day) in a second large tannery in Madras.

Class of workers.	Maximum Rs. As. Ps.	Minimum. Rs. As. Ps.
LIME YARD:		
1. Helpers	0 9 3	0 7 6
2. Fleshers	0 12 9	0 10 0
3. Scudders	0 12 6	0 10 0
4. Goat Skin Beamer	0 12 0	0 9 0
TANNING AND DYEING DEPARTMENT:		
1. Helpers	0 8 9	0 7 6
2. Drum Coolies	0 9 6	0 7 6
3. Shavers	34 0 0 P.M.	20 0 0 P.M.
4. Splitters	28 8 0 ,,	15 0 0
5. Shaving learners	0 11 0	0 8 0
6. Samming helpers	0 8 9	0 7 6
SETTING DEPARTMENT:		
1. Helpers	0 8 6	0 7 6
2. Setting Machine Operators	0 10 0	0 8 6
3. Hand Sewers in the factory	0 9 9	0 8 0
STACKING DEPARTMENT:		
1. Helpers	0 8 6	0 7 6
2. Dusters	0 8 6	0 7 6
3. Stakers	0 12 6	0 8 0
STRAINING DEPARTMENT:		
1. Helpers	0 8 6	0 7 6
2. Strainers	0 9 6	0 8 0
FINISHING DEPARTMENT:		
1. Helpers	0 8 6	0 7 6
2. Seasoners	0 9 0	0 7 6
3. Sprayers	0 9 6	0 8 0
FINISHING MACHINERY DEPARTMENT:		
1. Helpers	0 8 6	0 7 6
2. Buffing Machine Operator	0 13 0	0 9 0
3. Emery wheel operators	0 10 0	0 8 0
4. Glazing Machine operators	0 10 6	0 8 0
5. Drivers	0 9 6	0 7 6
6. Press Machine Operators	0 10 0	0 8 6
7. Hand ironers	0 8 9	0 7 6
FOUNDRY DEPARTMENT:		
1. Helpers	0 8 6	0 7 6
2. Fitters	1 4 0	0 12 0
3. Masons	1 0 6	0 10 0
4. Carpenters	1 2 0	0 10 0
5. Fitters and Drivers learner	0 12 0	0 8 6
BARK YARD:		
1. Beamers	0 10 0	0 8 0
2. Setters	0 12 0	0 9 0

APPENDIX III.

Copy of Government Order No. Ms. 1930. P.H., Education and Public Health Department, dated 13th August 1943.

Abstract.—Public Health—Vaniyambadi municipality—Tanneries—Disposal of the waste—order passed.

Order.—The Director of Public Health is requested to communicate to the Health Officers concerned, his suggestion for minimising the nuisance caused by the present mode of disposal of the waste liquid from the tanneries and to see that the owners of tanneries take action. If the owners of tanneries fail to take action accordingly, the provisions of Public Health Act and the licensing provisions of the Madras Local Boards and District Municipalities Acts may be applied to prevent the nuisance.

* * * *

COPY OF LETTER FROM DIRECTOR OF PUBLIC HEALTH, MADRAS, R. No. 33|3-v-1. DATED 20TH MAY 1943.

A joint inspection of Vaniyambadi tanneries on Palar river was made with the sanitary engineer on 11th May 1943. There is no doubt that the present mode of disposal of the waste liquid from the tanneries by discharging it in the bed of the river to stagnate there until it is washed by rain or into tributaries of the Palar is objectionable. It is impracticable to give effect to the recommendations of the Tannery Committee in these abnormal times on account of the high cost, if not scarcity of materials of construction such as cement, steel, etc. We are, however, of opinion that the nuisance can be considerably minimised if the following simple make-shift arrangements are made :—

(a) Collection of the tannery waste in two or more brick lined cedimentation basins capable of being in commission in turns. The lining need not be cement plastered. The tanks should be of different types to hold at least 12 hours maximum daily discharge from the tannery. If on experimental investigation it is found that either by adhesion of cheap acid or coagulent, the waste liquid should be clarified quicker, the capacity of the tanks could be reduced as a shorter retention period would suffice.

(b) Affluent from the cedimentation basins should be passed on to a contact bed and retained there for about 4 hours. Multiple beds should be provided to meet the entire amount of waste water from the tannery.

(c) The affluent from (b) may be discharged from sub-surface drainage pipes where land is available in other cases directly into the water course.

(d) Should there be a tendency for second purification, the affluent may have to be chlorinated at least during certain parts in the year, provided that bleaching powder is available for this purpose at reasonable cost after meeting most urgent demands.

For the investigation in (a) above and of the analysis of tanneries affluence and waste products with reference to their contamination of adjacent water supplies and their effect on crops, detailed investigation for some months have to be made. We are of opinion that this aspect of the investigation should be undertaken by water and sewage purification committee.

(2) It may be that if due care is devoted to the maintenance of the works suggested in the report it is possible that they may prove a permanent solution.

QUESTIONNAIRE.

PART I.

Name of concern.....

Name of Proprietor .....

or Managing Agent.

Date of Establishment.....

Location.....

District.....

Province.....

A. EMPLOYMENT.

1. State the average daily number of workers (other than the clerical staff) employed in August 1939 and in January 1944, or at date of enquiry as follows :—

(a) Total number of workers.....

(b) Number of piece-rate workers.....

(c) Number of time-rate or salaried workers.....

	Men.		Women.		Children.	
	Aug. 1939.	Jan. 1944.	Aug. 1939.	Jan. 1944.	Aug. 1939.	Jan. 1944.
(*i*) Employed and paid directly.						
(*ii*) Employed and paid through contractors.						
(*iii*) Employed through contractors but *paid* directly.						

2. If you have any statistical information regarding the length of service of operatives in your concern, please give it in the following form :—

Those between 0 & 1 year of service,

Those between 1 & 5 years of service,

Those between 5 & 10 years of service, and

Those over 10 years of service.

3. Are your workers classified as permanent and temporary ? Give the percentage in each category and describe the privileges of each type of workers.

4. State the system of apprenticeship for ordinary and supervisory posts and terms, if any.

Is the apprenticeship period counted towards total service ?

5. Is there any system of graded or time-scale promotion ? If so, give details. details.

6. State the labour turnover in your concern for the years 1939 and 1943 or any recent years in the form below :—

Average daily number of workers employed during the month or year.	Total number of workers who left during the month or year.					
	Permanent.			Temporary.		
	Retirement.	Dismissal.	Voluntary.	Retirement.	Dismissal.	Voluntary.

What are the reasons for the labour turnover, if any ? Suggest measures for reducing it.

7. Supply figures of absenteeism in your concern for the years 1939 and 1943. What are the causes of absenteeism and how would you reduce it ?

8. Are there any Standing Orders governing the relationships of employers and employees ? Please supply a copy of the same, if possible.

9. (a) How do you recruit labour ? Explain the system of recruitment fully.

(b) Have you a Labour Officer to enquire into the grievances of workers ? If not, what other machinery have you set up for this purpose ?

B. Wages and Earnings.

10. What are the wage-rates for different types of workers ? What changes have occurred in basic wages, salaried and piece (exclusive of allowances, etc.) since August 1939 ?

Does contract labour receive the same rates of wages as labour directly employed in the same or similar occupations ?

11. Please describe in brief the principles determining the fixation of your wage rates for all classes of employees.

12. Please give details of dearness and other allowances, bonuses and gratuities paid to workers since the outbreak of the War and state which of these is temporary and which is permanent. Are any conditions attached to the payment of these allowances ?

13. Give details of the wages and earnings of workers who have worked the same number of days in the wage period from.....to..... in the form attached at the end of this Questionnaire.

14. How is overtime calculated and paid for ? Is overtime work compulsory ? Do you maintain any registers for recording overtime ? Are these available to the workers or their representatives for inspection ?

15. What deductions are made from wages ?

16. Is there a Fine Fund ? What is the amount outstanding in it and how is it utilised ? Who is in charge of its disposal ?

17. What are the periods of wage payment for different kinds of workers ? How long after the end of the wage-period are wages paid ?

18. Are there any regular closed days in the month in your concern ? What holidays (other than or festivals, etc.) are given to workers ?

C. Working Conditions.

19. How many shifts are worked in your concern ? What is the number of hours of work in each shift and the times of commencement and ending ? What is the total spread-over, *i.e.*, the relation between hours worked and hours during which worker is on call ?

20. If any multiple or overlapping shifts are worked, describe their arrangement.

21. State the conditions of ventilation, lighting (natural and artificial), congestion (*i.e.*, floor area per worker), flooring, protection against heat, etc.

22. Are shelters provided for employees during rest intervals ? Give their dimensions, structural details, seating arrangements, etc.

D. Welfare Activities.

23. Give an account of sanitary arrangements, water supply, latrines, urinals, washing and bathing facilities, etc., and their distances from the concern. Is cool water supplied in summer ?

24. Is there any dispensary or hospital for workers and their families ? If so, state the number of cases treated every day, prevalent diseases, qualifications of doctors in charge, their emoluments, etc. What is the system of medicine ? Can any of the diseases workers suffer from be called occupational in character ? Is there any periodical medical examination of workers ?

25. Is any canteen provided, or arrangements made for tea, cold drinks, light refreshments, etc. ? Who runs them and how are profits, if any, utilised ? Describe conditions of contract, if any, and compare sale prices of articles supplied with market prices.

26. Do you maintain a *creche* for the benefit of your women workers ?

27. What are the facilities available for the education of adult workers and their children ?

28. Is there a grain shop for workers ? What are the commodities supplied and how do their prices compare with market prices ?

E. Housing Accommodation.

29. Give details of housing provided by the employer with reference to :—

(*a*) Proportion of workers housed,

(*b*) Rentals,

(*c*) Types of houses,

(*d*) Congestion

(*e*) Sub-letting, and

(*f*) Sanitation and water supply.

30. If workers live in their own houses or in houses provided by private landlords or public bodies, state their condition carefully.

F. Trade Unions and Strikes.

31. Have workers formed any trade union ? State membership, monthly subscriptions, etc., Has their been any agreement regarding wages, hours of work, employment, dismissal, etc. Please supply a copy of agreement, if any.

32. Is there any works committee ? Give its constitution and an account of its activities.

33. Give details of strikes in your concern during the last fifteen years. What were the causes of such strikes and how were they settled ? How far were the demands of the strikers satisfied ?

G. Safety Acts, etc.

34. Does the concern come under the factories Act ? If so, are the provisions of the factories Act complied with ? Give dates of visits of Factory Inspectors during the past ten years and extracts from the remarks in the Factory Inspector Book.

35. Are the provisions of the following Acts observed in your concern :—

(1) Electricity Act,
(2) Payment of Wages Act,
(3) Workmen's Compensation Act, and
(4) Maternity Benefit Act.

What action have you taken to acquaint your staff with the provisions of these Acts ?

36. Give the number and nature of cases of occupational diseases reported in the last 10 years. Is there any provision of medical facilities for the treatment of occupational diseases ?

37. State the number of accidents which occurred in 1943. Was any compensation paid ? If so, how much and in how many cases ?

H. Indebtedness.

38. Are the workers indebted ? Give an idea of the extent of their indebtedness and the causes responsible for the same.

39. What is the usual rate of interest charged from the workers ? What remedial measures have been enforced by the Government to reduce this indebtedness ? How far have they been successful ?

I. General.

40. Please supply a copy of the Provident Fund rules, if any, *especially* in reference to :—

(a) Membership,
(b) Contributions,
(c) Rate of interest,
(d) Investment, and
(e) Conditions of claims on employer's contributions.

41. Give details of pension schemes and gratuities, if any. Please supply a copy of the rules.

WAGE FORM FOR *AD HOC* SURVEYS.

Industry..... Name of Establishment ..... Location.....

Information relating to the period from..... to.....

Number of days worked by the concern during the above period.....

•Number of days to which wage figures below refer.....

NOTE :—Figures of earnings should pertain to workers who have worked the same number of days in the period selected. The period selected should *preferably* be a complete calendar month and supervisors should make every effort to obtain information from different establishments for the same months.

Name of Occupation.	Name and workers employed in this occupation.	Piece or Time.	Basic Wage earned (Excluding overtime.)			Gross Earnings including basic wages, overtime, allowances, bonuses, etc.			Net earnings. (Gross earnings minus deduction.)			Remarks.
			Maximum.	Minimum.	Average.	Maximum.	Minimum.	Average.	Maximum.	Minimum.	Average.	
	Men	(a) Piece. (b) Time.										
	Women	(a) Piece (b) Time.										
	Children	(a) Piece. (b) Time.										

PART II.

Tanneries and Leather goods factories.

1. What is the proportion of seasonal workers who are agriculturists ?

2. Describe the arrangements that are made for the disposal of effluent. How often is it drained out in a week ? Is it drained out through a *pucca* or a *kachcha* drain ? And, is it led into any public drain, river or adjoining [illegible]

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REPORT
ON
LABOUR CONDITIONS IN TRAM AND BUS SERVICES

BY
AHMAD MUKHTAR,
Member, Labour Investigation Committee.

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PREFACE.

The Tripartite Labour Conference at its meeting in September 1943 recommended the setting up of a machinery to investigate questions of wages and earnings, employment and housing, and social conditions generally, with a view to providing adequate materials on which to plan a policy of social security for labour. In pursuance of that resolution, the labour Investigation Committee was appointed by the Government of India by Resolution No. L.4012, dated the 12th February 1944 to carry out the investigations. The Committee was instructed to extend its investigations generally to all industrial and semi-industrial labour covered by the Royal Commission on Labour in their Report, with the addition of certain other categories. The Committee was asked by the Government of India to decide in each case the most suitable manner of conducting the enquiry. The Government, however, considered that the method of enquiry should not merely consist of sending out questionnaires to Government agencies and Employers' and Workers' Associations, but should also comprise specific enquiries in individual concerns based on representative sampling.

2. In India, in spite of the quite comprehensive enquiries made by the Royal Commission on Labour and a few Committees appointed by the Provincial Governments, there have remained large lacunae in regard to information on labour conditions in sveral industries. In particular, broadly speaking, the method of direct enquiry on the spot has not been adopted on a sufficiently wide scale so as to cover the entire industrial structure. Moreover, certain industries, like cotton textiles and coal mining, have received greater attention than others, and even as regards these industries, comprehensive information on an all-India basis has not been available. With a view to making up this deficiency as well as to bringing the available information up to date, the Committee decided that *ad hoc* surveys should be carried out in various industries so as to secure a complete picture of labour conditions prevailing in each. The following industries were selected for the purpose :—

A. *Mining*. (1) Coal. (2) Manganese. (3) Gold. (4) Mica (5) Iron Ore. (6) Salt.

B. *Plantations*. (7) Tea. (8) Coffee. (9) Rubber.

C *Factory industry*. (10) Cotton. (11) Jute. (12) Silk. (13) Woollen. (14) Mineral Oil. (15) Dockyard. (16) Engineering. (17) Cement. (18) Matches. (19) Paper. (20) Carpet weaving. (21) Coir matting. (22) Tanneries and Leather Goods Manufacture. (23) Potteries. (24) Printing Presses. (25) Glass. (26) Chemical and Pharmaceutical Works. (27) Shellac. (28) Bidi-making. Cigar and Cigarette. (29) Mica Splitting. (30) Sugar. (31) Cotton Ginning and Baling. (32) Rice Mills.

D. *Transport*. (33) Transport Services (Tramways and Buses). (34) Non-gazetted Railway Staff.

E. *Other types of labour*. (35) Port Labour. (36) Municipal Labour. (37) Central P.W.D. (38) Rickshaw Pullers.

3. The main conception on which the *ad hoc* surveys have been based is that information should be collected on the spot by direct enquiry conducted with the help of the Committee's own staff and that this information should, as far as possible, conform to the sampling methods widely adopted in such work. Owing to great variations in the character of the different industries, however, there could not be a complete uniformity in regard to the methods which had to be adopted to suit the peculiarities of particular industries and centres. For instance, while there are only a few centres and units in certain industries such as potteries, mineral oil, gold, etc. ; in other industries, such as

textiles, engineering, transport services, plantations, tanneries, bidi-making, etc., a very large number of centres and units in different provinces (and even States) had to be covered. Moreover, some of the industries are modern industries of the large-scale type, wherein factory legislation applies more or less entirely, while others are indigenous handicrafts or small-scale industries, where factory legislation is either inapplicable or partially applicable. Thus, information has not been uniformly available in advance as regards the size, location and ownership of industrial units, such as is necessary before decisions for sampling are taken. Consequently, the technique of representative sampling had to be modified and supplemented so as to obtain whatever information of a reliable character was available. As far as possible, however, in all industries important centres were covered. In each of these centres units were chosen on a sample basis, but it was possible in a few centres to cover all units. The final lists of centres of survey and individual establishments were made out in the light of the impressions gathered during the course of the preliminary tour and in consultation with local authorities. The guiding principle in the selection of centres of survey was to make the survey regionally representative so as to discover differences in the conditions of labour in the same industry in different parts of the country. The selection of individual concerns was generally based on considerations, in order of importance, of (a) size ; (b) ownership (private or limited) and (c) whether subject to statutory regulation or not. In this connection, it may be stated that the Committee were greatly handicapped in sampling the units owing to the lack of complete information regarding location and number of units in the selected industries. Unfortunately there are no all-India employers' organisations in some of the organised industries, nor are the statistics maintained by the Central and Provincial Governments at all complete. Moreover, in certain unorganised industries such as shellac, carpet-weaving, bidi-making, etc., owing to their very nature, no such information could have been readily available in advance. In certain cases, therefore, owing to these difficulties as well as transport difficulties and other exigencies, the sampling could not be fully adhered to. Nevertheless, the Committee have been anxious to gather in the maximum possible information in the limited time at their disposal and with a view to this, they have cast their net as wide as possible. The main instruments of *ad hoc* survey were the Questionnaires. These were of two kinds :—(a) the main *ad hoc* survey questionnaire on points likely to be common to all the industries surveyed, and (b) supplementary and special questionnaires in respect of certain industries such as plantations, mines, railway, rickshaw pullers, port labour, municipal labour, glass, shellac, mica, etc. The main questionnaire was accompanied by a tabular form for entering wage data and this was used wherever possible. In the case of certain surveys, however, such as salt, paper, cotton, woollen and jute textiles, dockyards, silk, cement and gold mining, it was possible to conduct a wage survey on a sample basis. The chief method of collection of data was by personal investigation of industrial establishments, examination of their records and contact with labour in factories and homes. The information thus collected was supplemented and checked with replies to the Questionnaires received.

4. For the purpose of conducting enquiries, a sufficiently large field staff, consisting of 16 Supervisors and 45 Investigators, was appointed. Before the commencement of field work, all the Supervisors (with the exception of those working in Bengal) were called to the Committee's headquarters at Simla and given detailed instructions on the technique and scope of the enquiries to be conducted by them, the manner in which they were to submit their data, and the centres and units which they were to investigate. In addition, both Supervisors and Investigators were provided with written instructions regarding the

use of questionnaires, sampling of concerns (where this could not be done in advance), filling of the wage forms, etc. In particular, they were asked not only to collect information on the spot but also to draw upon every other possible source of information. In doing so, they were required to distribute copies of the questionnaires in the centres assigned to them not only amongst the sampled units but also amongst Employers' and Workers' associations in the industry and such other associations and individuals as were likely to be interested in the subject. They were also asked to get into touch with officials of Central and Provincial Governments connected with labour and obtain such facilities as might be necessary in doing their work.

5. As far as the field work in Bengal was concerned it was done by the staff of the Committee under the guidance and supervision of the Labour Commissioner, Bengal, and his subordinate officers. Members, however, paid visits to selected centres and units in Bengal to obtain first-hand knowledge of local labour conditions.

6. The Committee's survey covered all provinces with the exception of the North West Frontier Province where none of the industries selected for survey was sufficiently important. It extended to many of the Indian States also, such as Kashmir, Patiala, Gwalior, Baroda, Mysore, Sandur, Travancore, Cochin, Bundi, Indore and some of the states of the Eastern States Agency. No survey was undertaken in the Hyderabad State as that State preferred to appoint its own Labour Investigation Committee, with terms of reference identical to those of this Committee, for enquiry into local labour conditions.

7. In dealing with the *ad hoc* survey work, several courses were open to the Committee :—(i) the Committee, as a whole, to study each industry, (ii) the surveys to be distributed region-wise and each Member put into charge of a region, and (iii) each Member to be entrusted with a few surveys throughout India. With a view to speedy and efficient work, the third course was actually adopted. This departure from the usual procedure of the Committee as a whole dealing with the work was necessary in view of the immensity of the task and the necessity of maintaining an all-India perspective. Moreover, it was felt that this procedure would enable Members to make a specialised study of labour conditions in individual industries in different parts of the country. It was also felt that the peculiar problems of industrial labour had more an industry-wise than a region-wise dispersion and that the procedure would be helpful to future legislation which has to take into consideration the diversified conditions of each industry. It will be seen, however, that in the Reports the factual material has been presented both on an all-India and on a regional basis.

8. Thanks and acknowledgments are due to Provincial Governments, State Authorities, Labour Commissioners (and particularly the Labour Commissioner, Bengal), Directors of Industries, Chief Inspectors of Factories, Port Authorities, local bodies, employers' and workers' associations, managements of the units surveyed and all others who rendered help in the collection of the data presented in these Reports.

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INTRODUCTION.

It is very difficult to give accurate figures in respect of the total volume of employment in trams and buses in this country. As these were not available from any of the published sources, Provincial Governments and Indian States were addressed on the subject. The information supplied by them is embodied in the table given below :—

TABLE.

Serial number.	Province or State.	Buses.		Tramways.	
		Number of services.	Number of workers employed therein.	Number of tram companies.	Number of workers employed therein.
1	N. W. F. P.	844	1,688	..	..
2	Punjab	3,630	7,260	..	..
3	Delhi	*	369	1	308
4	Ajmer-Merwara	164	393	..	..
5	Coorg	26	96	..	..
6	United Provinces	2,023	*	..	..
7	C. P. & Berar	651	*	..	..
8	Bihar	523	1,046	..	..
9	Orissa	183	1,008	..	..
10	Assam	*	*	..	..
11	Bengal	1,489	*	1	7,373
12	Madras	3,091	44,301	1	1,394
13	Bombay	*	*	1	..
14	Sind	225	581	1	..
15	British Baluchistan	55	110	..	..
16	Holkar State	106	212	..	..
17	Travancore	378	*	..	..
18	Cochin	135	823	..	..
19	Baroda	472	1,846	..	..

The cities of Karachi, Bombay, Madras and Calcutta were sampled for purposes of an *ad hoc* survey of labour conditions in Trams and Buses. Copies of the *ad hoc* questionnaire were addressed to the managements, trade unions and other interested bodies. The data, when received, were checked by my investigating staff, and, in some cases, directly by me.

The report is split up into four parts, one part being devoted to each centre. Part V contains a summary of the whole report.

*Information not supplied by the Administration concerned.

PART 1.

KARACHI.

(Sind Province).

Apart from the East India Tramways Company, Limited (a joint stock concern incorporated in London), which has been operating the only tram service in Karachi since 1883, there are six bus services.

For a right perspective of the entire position, four points should be kept in mind :—

(i) The heaviest bulk of local traffic falls on and is borne by trams.

(ii) As a result of petrol rationing, transport services have suffered a conspicuous setback. A great majority of them operate on charcoal gas. The trams, however, run on petrol.

(iii) Three of the services are entirely meant for military personnel.

(iv) The figures for trams and buses cannot be worked out separately, because,

(a) the East India Company does not maintain separate figures for them,

(b) a part of the staff is interchangeable between trams and buses,

(c) the company keeps combined records under two heads—Traffic and Workshop (the latter including permanent way men engaged on tram track). It should be noted that while these heads are treated separately for certain matters, they are combined under one head or others.

Employment.

The average daily number of workers of all the sampled organisations was 448, as is detailed in table I. The numericals for 1939 are based on the data furnished by 3 services only, the remaining three not being in a position to supply the figures, for two of them had sprung into existence after the war and the third one had destroyed its old records.

TABLE I.

Showing number of workers in each department.

Year.		Engineering.	Transport.	Commerce.	Total.
August 1939	Number	148	157	162	467
	%age to total	31·7	33·6	34·7	100
January 1944	Number	152	160	136	448
	%age to total	33·9	35·7	30·4	100
Percentage variation since August 1939		+2·7	+2·0	—16·0	—4·1

On the whole, the transport trade in the city of Karachi does not seem to have been affected appreciably. Even if generous allowance is made for the figures of the two newly started companies, the apparent drop in strength from 467 to 448 viz., 4.1 per cent., is not very considerable, because the two new companies, referred to above, did not, taken together, at any time employ more than 24 persons who were accounted for in the total for 1944, and the third company employed 22 persons in 1944. As it could not supply figures for 1939, I assume that at least as many workers were employed by it in 1939. Proceeding on this basis, one is almost irresistibly driven to the conclusion that the transport trade has not been greatly affected.

The fall under the head of commerce is no doubt substantial, but it is evidently due to the diversion of a fairly large bulk of traffic from ordinary

to military passengers. As already hinted, three of the services are completely devoted to military conveyance only. In the framework of present arrangements, military personnel hold their passes and, as no tickets are consequently issued, the commercial staff is curtailed.

All workers are males and on time-rates of pay. They are recruited and paid directly. Occasional repairs only are done on a contract basis.

Length of Service.—One of the six sampled units failed to give statistical information regarding the length of service of workers ; the intelligence as culled from others is tabled here :—

TABLE II.

Showing length of service.

Occupation.	0—1 year.		1—5 years.		5—10 years.		Over 10 years.	
	No.	%	No.	%	No.	%	No.	%
Engineering	32	17·7	50	27·6	43	23·8	56	30·9
Transport	39	25·5	28	18·3	54	35·3	32	20·9
Commerce	31	21·4	18	12·4	49	33·8	47	32·4
Total ..	102	21·3	96	20·0	146	30·5	135	28·2

About two thirds of the hands are those who joined service before the war. The freshers, or those who have less than one year's service to their credit, account for 21.29 per cent. or a little above one fifth and those others who entered the trade during the war hardly constitute 20 per cent. Table III brings it out very clearly.

TABLE III.

Showing length of service.

	Those who joined after the outbreak of war.		Those who joined before the war.		
	0—1 year.	1—5 years.	5—10 years.	Over 10 years.	Total.
Number	102	96	146	135	479
Percentage	21·29	20·00	30·48	28·23	100

Temporary and Permanent.—No other concern except the East India Company classifies the workers into temporary and permanent. The probationary period here is three months, after which a worker is confirmed. Fourteen days' notice for termination of services on either side is necessary. Provident fund benefits are extended to permanent hands only and almost all the operatives fall in this category.

Apprenticeship.—So far as the bus services are concerned, there does not exist any system of apprenticeship. The East India Tramways Company accepts three apprentice fitters every year. They are paid as follows during the three-year course of training after which they are taken into regular employment, if found satisfactory :—

TABLE IV.

Showing pay of apprentices during the course of training.

Year of training.	Pay in Rupees.	Percentage increase as compared with the first year.
First	.. 15 per mensem ..	.. 0
Second	.. 18/12 per mensem	.. 25
Third	.. 22/8 per mensem	.. 50

While under training, increase of 25 per cent. and 50 per cent. of the first year's remunerations are allowed in the second and third years of apprenticeship respectively. This period is counted towards total service.

Promotion.—At two sampled units, there are systems of graded promotion.

TABLE V.

Showing rates of promotion.

First unit.		Second unit.
Transport—First year—Rs. 27		Drivers Rs. 45—2½—70.
Drivers—Second year—Rs. 31		Cleaners Rs. 20—½—30.
From third to fifteenth year.	An increment of Rs. 2 after every 2 years.	
Commerce—		
Conductors—		
Probation	Rs. 25	Conductors Rs. 35—1½—70.
First year	Rs. 31.	
Second year	Rs. 34.	
From 3rd to 15th year	An increment of Rs. 2 after every 2 years.	
Traffic clerks—		
First year	Rs. 46.	
From 3rd to 11th year	A biennial increment of Rs. 2.	
14th year	Rs. 58.	
Inspectors—		
First year	Rs. 48.	
3rd year to 9th year	A biennial increment of Rs. 2.	
Engineering—		Mechanics Rs. 70—3—100.
Fitters—		
A	Rs. 80—2—100.	
B	,, 70—2—90.	
C	,, 60—2—80.	
D	,, 54—2—70.	
E	,, 50—2—60.	
F	,, 30—2—46.	
Machinists and Drillers—		
A	Rs. 70—2—90.	
B	,, 60—2—80.	
C	,, 54—2—70.	
D	,, 50—2—60.	
E	,, 30—2—46.	
Brake riggers and turners	Rs. 48—2—60.	
Welders—		
A	,, 70—2—90.	
B	,, 30—2—46.	
Labourers—		
Skilled	,, 35—1—46.	
Shed starters	,, 30—1—32.	
Workshop & P. W. men	,, 25—1—32.	
Press	,, 23—1—27.	
Hammermen	,, 35—1—46.	
Electricians—		
A	,, 60—2—80.	
B	,, 30—2—46.	
Carpenters—		
A	,, 60—2—80.	
B	,, 50—2—30.	
Painters—		
A	,, 46—2—60.	
B	,, 40—2—50.	

TABLE V—*contd.*

	First unit.		Second unit.
Tailors—			
A	Rs.	40—2—50.	
B	„	30—2—46.	
Cobblers	„	30—2—46.	
Printers..	„	40—1—50.	
Motor Rollers	A	„ 60—2—75.	
Drivers	B	„ 46—2—60.	
Point Boys	„	20—1—27.	

The grades of Traffic staff are in existence since 1921, but those of the Engineering staff have been fixed only recently. The general complaint is that the increments are not satisfactory as they come to a dead stop after 15 years' service.

For the other four bus services, there is no regular system of time or graded promotion. It is, however, held by the employers that yearly increments are granted, but these are arbitrary and discretionary. The proprietors do not stand committed to anything ; they may or may not give any promotion.

Labour Turnover.

In viewing turnover, one cannot overlook a peculiarity of the industry, i.e., petrol rationing, which has curtailed the strength of the staff to some extent.

TABLE VI.

Showing turnover.

Occupation.	Average daily number of workers.		Turnover.			
			1939.		1943.	
	1939.	1943.	Actual.	Percentage.	Actual.	Percentage.
Engineering	149	161	5	3·4	22	13·7
Commerce	159	132	15	9·4	9	6·8
Transport	157	150	7	4·5	11	7·3
Total ..	465	443	27	5·8	42	9·5

Retirement is unknown. Dismissals, too, since the formation of the Tram Workers' Union, have almost come to a standstill. Nevertheless, among the conductors of the East India Company, dismissals have not disappeared altogether. Workers mostly quit jobs voluntarily. It is alleged that deaths have been responsible for a large turnover in the East India Company.

Absenteeism.—The following table reveals the comparative state of affairs for 1939 and 1943 at two of the companies. It is fairly representative and symptomatic of general conditions :—

TABLE VII.

Showing rate of absenteeism.

Year.	1939.			1943.		
Occupation.	Total Man-days	Man-days lost.	Rate (%).	Total Man-days.	Man days lost.	Rate (%).
Engineering	45,114	3,789	8·4	46,350	3,734	8·1
Commerce	50,058	7,016	14·0	49,440	8,265	16·7
Transport	48,513	8,326	17·2	42,024	6,434	15·3
Total	1,43,685	19,131	13·3	1,37,814	18,433	13·4

On the whole, absenteeism is fairly steady. There is a slight drop in the figures for 1943 in the Transport Department, but it is more than offset by a rise in those in the Commerce Department, apparently because the increase in the daily passengers to be handled is very much pronounced.

General conditions of unsound health, illness and availability of one month's leave at the East India Company are the principal factors contributing to the high rate of absenteeism. There was a concensus of opinion among all the workers that it is impossible for drivers and conductors to work for more than 23 to 24 days in a month. Trams make a fixed number of trips every day which, the workers aver, is a very strenuous task. For example, in eight hours, they are required to complete 8 return trips from Saddar to Boulton Market—a distance of about 2-1|2 miles—with 36 stops on the way. The interval at termini is supposed to be between 3 to 13 minutes but, in actual practice, even this breathing time is not possible. My Supervisor himself went in a tram and found that, except at the starting junctions, no leisure is possible at any of the termini. On the way, too, there is no interval, for the carriages are packed to the full. Their carrying capacity is more than double the pre-war figures. The running staff is called upon to tender explanation if more than the scheduled time is taken on trips.

Standing Orders.

The East India Tramways Company alone has Standing Orders which relate to entry, attendance, delay, absence, hours of work, leave, personal search, wage-period, date of disbursement, suspension of work, termination of services, etc., etc.

Recruitment.

Recruitment is effected in several ways. The present workers may be asked to bring in new hands, or the expectants themselves may come to the concerns in search of employment. Notices at the offices or advertisements in papers are not altogether unknown. Vacancies may be filled by departmental promotion or recourse may be had to the labour exchange. In certain cases, a candidate may be tested before appointment.

Labour Officers.

At the Dalmia Cement there is one Labour Superintendent, but he is not exclusively meant for bus workers ; he has to look after the welfare of all the Dalmia Cement workers. The East India Company has a trade union of its workers, through which complaints are addressed.

Wages and Earnings.

Wage rates fluctuate from concern to concern. Only two companies have laid down clear wage-rates. In others, they are arbitrary.

As a result of arbitrations, adjudication awards and voluntary gestures of goodwill on the part of the East India Company, rates of wages and dearness allowances have been revised ten times since the outbreak of war, the last revision being in May 1944. The dearness allowance is Rs. 14 p.m. The others do not seem to favour the idea of granting allowances ; they have been scaling up the basic wages from time to time, the rise in them, according to certain employers, has been in no case less than 100 per cent.

Contract labour is conspicuous by its absence.

Determination of Wages.—There is no hard and fast rule underlying the determination of wages. Choice of the employer is the most decisive factor, yet some other considerations also weigh with him. Among objective forces, general suitability, personal ability, qualifications, records of previous services,

experience, result of trial and recommendations, if any, count a great deal. At the same time, it is alleged that association, acquaintance or relation with any of the present workers of one of the sampled units is regarded as a positive disqualification for service.

Allowances.—Two sampled units alone pay dearness allowance, one of these giving, in addition, house rent allowance. The dearness allowance of Rs. 14 per month at the East India Company is doled on the basis of a month of 26 working days, according to the number of days worked. This is also allowed on paid holidays and annual earned leave of 30 days. The East India Company also grants one month's pay as bonus.

Overtime.—Only occasionally overtime work is taken at one unit and payment is made in accordance with the regulations of the Factories Act. The overtime registers are available to the workers. Overtime at the East India is compulsory. For all work done after 8 hours, overtime is paid at the rate of 1-1|2 times the ordinary earnings. Inspectors are not entitled to overtime payments. The drivers and conductors are booked 30 minutes earlier than the duty hour. The former go to the depot and take out the trams or buses, as the case may be, and the conductors who also come to the depot first, accompany the vehicle to the scheduled termini and take charge of tickets and cash. (This stipulation does not apply to traffic clerks or inspectors). Although they are thus booked 1|2 an hour earlier, no action is taken if they reach the depot within one quarter of an hour of the duty time, from which the eight hours are counted. If, however, an employee does not turn up 15 minutes in advance, it is alleged that wages for 1|4 of the day i.e., 2 hours, are deducted. The drivers have to bring back the vehicles to the shed while the conductors have to hand over tickets and cash at two termini specified for this purpose. In order to compensate the drivers and the conductors for the loss of this leisure (i.e., approaching earlier than the actual duty hours), they are paid for the loss (15 minutes in the case of single shift run of duty and 30 minutes for a double shift run of duty) at the standard rate of pay. This is deemed as joining time. Such extra hours (1|4 or 1|2 of an hour) per day are totalled up and the wages are paid along with the monthly pay. What is really objectionable is that at this unit, registers are not open to inspection to the workers or their representatives. The other concerns do not require overtime.

Deductions and Fines.—If an employee is absent from work, his wages are accordingly deducted. Though the wages are on monthly basis, the actual payment is made for the number of days worked during that period. Small advances of Rs. 5 to Rs. 20 are allowed free of interest in case of necessity and those are recovered on the pay day. Loans, if and when required by the employees of the East India Tramways Company, can be obtained from the provident fund.

At the East India Tramways Company, fines are inflicted in accordance with the provisions of the Payment of Wages Act for cheating, wrong punching of tickets, leaving passengers without tickets, insolence and absence without permission. The amount of the fine does not exceed Re. 1. The lowest fine is annas two. In case of graver offences, the offenders are suspended for one or two days. The amount realised during the last 12 months does not exceed Rs. 100, which was credited to the Sickness Benefit Fund. The other units do not levy fines or other deductions.

Wages are invariably paid on a monthly basis on the 7th, at the latest, of every month.

Analysis of Wages and Earnings.

The enquiry into the wages and earnings of workers employed in tramways and bus transport services in Karachi covered 6 companies and 448 workers. Of the former, the East India Tramways Company was the largest and, of 448 workers, 382 were employed by it. The total number of samples, selected from different occupational categories in which the above 448 workers were employed, was 161 or 36%. The wage period covered by the survey was the calendar month of January 1944 for all units.

The following table shows average daily basic wages and net earnings in the principal occupations, which accounted for 80.4 per cent. of the total number of workers. The averages refer to the averages of the samples and are based on figures of their actual wages and net earnings during the wage period. In the principal occupations, the samples constitute just over 33 per cent. of the workers.

TABLE VIII.

Showing wages and earnings in principal occupations.

Occupations.	Number of workers employed.	Number of Samples taken.	Average daily basic wages earned.	Average daily net earnings including overtime, allowances and bonus.
			Rs. A. P.	Rs. A. P.
Drivers I Grade	113	46	1 9 3	2 0 0
Drivers II Grade	22	6	0 15 1	1 10 10
Cleaners	13	6	0 11 2	0 14 1
Conductors I Grade	90	10	1 5 8	2 1 4
Conductors II Grade	15	6	0 14 1	1 12 4
Inspectors	19	8	1 11 1	2 8 9
Car Starters	6	3	1 3 1	1 10 11
Car Pushers	4	4	0 15 1	1 5 10
Painters	2	2	1 15 5	5 7 3
Permanent way coolies	13	8	1 0 8	1 11 3
General Coolies	49	12	0 14 4	1 8 2
Mechanics	9	6	2 0 8	2 3 4
Fitters	5	2	2 7 8	4 2 10

All employees were men and time-rated, generally on monthly rates of pay. It will be seen from the table that, in most occupations, the average daily basic wages of workers were above Re. 1 ; those, whose daily basic wages were below this figure, were II grade drivers and conductors, car pushers and general coolies. The mechanical staff appears to be better paid than other employees. The net cash earnings of painters and fitters are considerably above their daily basic wages, indicating thereby considerable overtime work on their part.

Closed Days.—At the East India Company, traffic and commercial staff generally get two paid holidays in a month or two days' wages in lieu thereof. All of their employees are entitled to leave which may extend over a month

Another unit allows four festival days and sundays as close days. The transportation and commercial staff get 32 hours' continuous rest after every 12 days.

Working conditions.

The workshop staff of two units work for 8-1|2 hours, excluding one hour of rest, on all week days. The transportation and commercial staff work for 8 hours a day. With the exception of inspectors whose work involves surprise checks and whose working hours do not extend to more than 8 hours a day on the whole, all other workers work either a single shift or a double shift. The single shift consists of a straight 8 hour duty while in the case of a double shift there is an interval of not less than 3 hours between the two spells of duty. The length of each spell of work does not exceed five hours, except in connection with 9 routes out of a total of 68. The average shift consists of 4 hours.

The earliest vehicle starts plying at 7 a.m. and the last one starts from the termini at 10-30 p.m. The early morning runs are generally straight shifts of 8 hours each.

Two of the other bus services have small workshops which are closed on Sundays and sectional holidays. The employees of the commercial and transportation sections are not allowed any weekly holiday but they are ordinarily given two days' leave or wages in lieu thereof every month. Three units maintain garages for ordinary repairs to their vehicles. These are well lighted and ventilated.

For the convenience of the staff called to duty in the early hours of the morning, the East India Tramways Company has set apart a room where they can take night's rest. This is also a rest room for all the workers during the daytime. There are also arrangements for drinking water at the important termini for the convenience of the transportation and commercial staff. No washing or bathing facilities are provided in any unit.

Rest Intervals.—At the East India Company, the minimum rest period provided for drivers and conductors at the termini at the end of each trip is 3 minutes in the case of main line and a maximum of 13 minutes on branch tram routes. The minimum rest period during 8 hours' duty works out to 48 minutes and the maximum to 4 hours and 44 minutes (an average of 290 return trips per day are run on the main line and 250 on branch lines). This is according to the statement of the Company but in reality it is not so ; rather the gravest complaint of the workers is that they have no rest at all.

At the buses, rest intervals are very satisfactory. For example, drivers of one sampled unit have to complete only one return trip of 25 miles a day. Another unit operates its buses between 15 to 22 and 10 to 19 hours respectively. Stoppage at each terminus is more than 30 minutes.

Health and Medical Facilities.

There is no exclusive dispensary or hospital for workers or their families at any of the services. The East India has made arrangements with a private M.B., B.S. practitioner on Rs. 200 a month for the treatment of its employees. The doctor does not keep separate registers for them but he said that he treated about 20 cases every day. Serious cases were sent to the civil hospital. Ailments were of an ordinary nature, e.g., cough, cold, fever, etc. There is no regular periodical medical examination. The Company has established Sickness Benefit Fund, out of which help is administered to the poor and deserving successors of deceased members. The Dalmia Bus Workers are at liberty to avail themselves of the Cement Factory Dispensary. Since it has been newly started, the doctor in charge who is an L.S.M.F. on Rs. 135 p.m. states that so far there has been no case of treatment of the bus workers. The remaining sampled units have no dispensary or hospital of their own.

The drivers, it is commonly feared, are likely to fall easy prey to asthma, tuberculosis and deterioration of eyesight. Gas plants are particularly regarded as very injurious to health.

Welfare Activities.

Canteens.—There are three canteens providing tea, biscuits, etc., at the Dalmia Cement Factory, the workers of the Dalmia Bus being eligible for its use. The canteens are run by contractors and the commodities are supplied at market rates.

Education.—There is one primary school where education is imparted free to the children of all the Dalmia workers.

Provision Shops.—A ration shop at the Dalmia Cement supplies grains at market rates. Besides, the following articles are supplied at below-market rates :—

Pulses—12 per cent. below market rates.

Mustard oil—25 per cent. below market rates.

The East India Company has a grain shop, articles of which are sold at controlled rates. Flour, wheat, *sooji, jawar, bajra,* rice, kerosene oil, sugar, soap, matches, tea, pulses, etc., are stocked. The employees are allowed to purchase provisions for which deductions are made from their wages at the end of the month.

Trade Unions.

The tramway employees have a trade union which was registered on 21-7-1937. This has been recognised by the Company on certain conditions. For instance, besides three honorary members as may be eligible under the constitution of the union and the provisions of the Indian Trade Unions Act, all employees of the company are eligible for membership, except the inspectors and ' chargehands ' according to the terms of recognition. The Union has 342 members. Its income and expenditure during the year 1943-44 were Rs. 1,023|8|- and Rs. 510|10|- respectively.

The Union has a standing agreement with the company under which all disputes, over which agreement cannot be reached, are referred to arbitration. It has been fairly active for the last 6 or 7 years and has been responsible for sponsoring some arbitrations and adjudications. It is affiliated to the Sind Provincial Trade Union Congress.

Accidents.

The number of accidents which occurred at the East India Company in 1943 was 59. The total compensation came to Rs. 988|13|-.

Safety Acts.

The provisions of Electricity, Payment of Wages, and Workmen's Compensation Acts are observed in the Engineering Departments of two sampled units. The extracts of the Acts are displayed at conspicuous places but no action has been taken beyond this to acquaint the workers with their provisions.

Provident Fund, Gratuity, etc.

There is a provident fund established by the East India Company for the benefit of its employees. On the 31st January 1944, there were 339 members of the fund. At present the position is as follows :—

Members of the Provident Fund.

Occupation	Total employed.	Contributing to the Fund.	Percentage.
Transport	122	106	86·8
Commerce	159	143	89·9
Engineering	143	82	57·4
Total ..	424	331	78·0

On 31-1-1944, the amount of the fund was Rs. 2,49,772|14|1 made up as follows :—

	Rs.	A.	P.
Members' contribution..	1,29,146	8	0
Interest on members' contribution.. ..	4,176	4	0
Company's contribution	1,12,790	4	1
Interest on Company's contribution ..	3,659	14	0

Out of the provident fund the employees are permitted loans on certain conditions. The amount of loans outstanding on 31-1-44 was Rs. 15,312.

The fund has the following trustees :—

The Managing Agent.
The Assistant Managing Agent.
The Traffic Superintendent.
The Store-keeper.

The employees can claim the share of the employers' contribution in the following way :—

Up to first five years	Nil.
Between 6 and 10 years	25 per cent.
Between 11 and 15 years	50 per cent.
Between 16 and 19 years	75 per cent.
After 19 years	100 per cent.

There is no scheme for payment of gratuity or pension or loans.

Uniforms.

The only transport service that supplies uniforms is the East India Tramways Company. The inspectors get 6 suits of white drill every year. They also get one woollen overcoat and one woollen pant every 3 years, one pair of shoes every 15 months and one cap every 9 months. The conductors and drivers get 2 cotton suits every 9 months, one woollen overcoat and one woollen pant every 3 years. They also receive one cap every 9 months. The traffic clerks receive 4 white coats and pants every year, one woollen overcoat and one woollen pant every 3 years. They also get a cap every 9 months.

In the workshop, 2 suits are given to each workman every year, but some workers, like carpenters, are given 2 cotton shirts and pants. Some labourers, who work in the open in winter, are given woollen jerseys.

Free Passes.

All the employees of the East India Company receive free passes for all tram lines. They are, however, not allowed to travel free in the Company's buses.

Civil condition.

The enquiry into the civil condition of tram and bus workers in Karachi covered 122 samples selected from 5 establishments. Of the samples, 58 were Hindus, 57 Muslims, 4 Christians, 2 Sikhs and one Parsi. The extent of literacy is encouragingly high, viz., 65.6 per cent.

Table IX shows the distribution of samples according to the number of dependants supported by them. Of 122 samples, 32 were unmarried and 17 had no dependants to support. Among those with dependants, the family with 3-4 dependants was the modal size. The total number of dependants on 105 samples with dependants was 347. The average number of dependants was thus 3.3.

TABLE IX.

Showing distribution of samples according to number of dependants supported.

Number of dependants.	*Nil.*	1—2	3—4	5—6	7 and above.
Number of families	17	38	41	15	11

The state of indebtedness of samples according to the number of dependants supported by them is brought out by Tables X and XI. More than 63 per cent. of samples were found to be in debt. The average amount of debt on indebted samples was Rs. 280. The percentage of samples in debt tends to rise as the number of dependants supported by them increases. Nearly half the samples without dependants are free from debt. But it is seen that samples with 1 to 2 dependants were under a heavier burden of indebtedness than all other samples if the average amount of debt is considered. The percentage of samples in debt is however highest among samples with 5 to 6 dependants :—

TABLE X.

Showing indebtedness of samples according to number of dependents supported.

Number of dependants.	*Nil.*	1—2	3—4	5—6	7 and above.	Total.
Number of families in debt ..	9	21	27	12	8	77
Amount of debt (Rs.) ..	1,335	7,125	7,290	3,480	2,345	21,575
Average amount of debt per family (Rs.)	148	339	270	290	293	280

TABLE XI.

Showing percentage distribution of indebted samples.

With no dependants	52·9%
„ 1—2 „	55·3%
„ 3—4 „	65·8%
„ 5—6 „	80·0%
„ 7 & above „	72·7%
All families	63·1%

Table XII shows the distribution of indebted samples according to their amount of debt. 27.3 per cent. had indebtedness of less than Rs. 100. Another 23.4 per cent. had debt of between Rs. 101 and Rs. 200 and the remaining 49.3 per cent. over Rs. 200. From this, it follows that the high average of *per capita* indebtedness is due to the heavy indebtedness of a relatively small number of indebted samples. Thus, two such samples had debt of Rs. 1,500 each, one of Rs. 800 and three of Rs. 700. The high average of indebtedness is not therefore representative.

TABLE XII.

Showing the distribution of indebted samples according to amount of debt.

Number of persons in debt.		Number of persons free from debt.		Debt between Rs. 1—50.		Debt between Rs. 51—100.		Debt between Rs. 101—200.		Debt over Rs. 200.	
No.	%age of total	No.	%age of total.	No.	%age of persons in debt.	No.	%age of persons in debt.	No.	% age of persons in debt.	No.	% age of persons in debt.
77	63·1	45	36·9	6	7·8	15	19·5	18	23·4	38	49·3

The analysis of the causes of indebtedness appears in Table XIII. The predominance of marriages and domestic needs in the causation of indebtedness is at once apparent. Together, they account for more than 80 per cent. of all loans and 78 per cent. of total debt. Productive debt represented by the item ' purchase of land ' accounts for 3.6 per cent. of loans and 5.3 per cent. of debt. Debt on account of sickness shows a low percentage but a high average.

TABLE XIII.

Showing the analysis of the causes of debt.

Causes of debt.	Number of loans taken.	Percentage of all loans.	Amount of debt. (Rs.)	Percentage of total debt.	Average amount of debt. (Rs.)
All causes ..	83	100	21,575	100	260
Marriage	23	27·7	8,740	40·5	380
Sickness	8	9·7	2,170	10·1	271
Death	1	1·2	150	0·7	150
Litigation	1	1·2	500	2·3	500
Purchase of land, building, etc. ..	3	3·6	1,150	5·3	383
Domestic needs ..	44	53·0	7,940	36·8	180
Miscellaneous ..	3	3·6	925	4·3	308
Ancestral	..	..	..	..	..

The burden of indebtedness in terms of interest charges paid is indicated in Table XIV. It is seen that more than 50 per cent. of total debt paid interest rates up to 12-1|2 per cent. 18 per cent. of the total debt was free of interest.

TABLE XIV.

Showing the burden of indebtedness in terms of interest charges.

Rate of interest.	Free from interest.	Upto 6¼%.	6¼ to 12½%.	12½ to 18¾%.	18¾ to 37½%.	Over 37½%.
Amount of debt (Rs.) ..	3,910	5,090	5,750	2,370	2,125	2,330
Percentage of all debt ..	18·1	23·6	26·7	11·0	9·8	10·8

Interest charges in excess of 12-1|2 per cent. per annum were paid by 31.6 per cent. of the total debt. If interest charges in excess of 18-3|4 per cent. are regarded as exproprietary, it will be seen that 20.6 per cent. of debt was subject to these high charges.

It is significant that the major portion of debt was incurred by those who had migrated to Karachi from outside the province of Sind. The majority of workers employed in tramway and bus transport are non-Sindhis. Of the 122 samples covered by this enquiry, 22 only were Sindhis or claimed Karachi as their native place. Among the rest, 20 were from the Punjab, 23 from Bombay and Maharashtra, 18 from the N.W.F. Province, 8 from the U.P., 9 from Kutch, Gujerat and Kathiawar and the rest from other places.

Housing.

The survey was confined to 42 dwellings, of which 27 were one-room dwellings and 15 consisted of two living rooms. Table XV gives the relevant details.

TABLE XV.

Showing number and size of dwellings.

Size.	Number of dwellings.	Percentage of total.
One room	27	64·3
Two rooms	15	35·7
Three rooms	..	..
Four rooms	..	..
Five rooms	..	..
Total ..	42	100·0

The total number of occupants in the 57 rooms comprised in these dwellings was 271, as is shown in table XVI. The average density of occupancy in all dwellings was thus 4.8 persons per room of an average area of 93 square feet.

TABLE XVI.

Showing density of occupancy in dwellings of different sizes.

Size of dwellings.	Number of dwellings.	Number of rooms.	Number of occupants.	Density of occupancy.
One room	27	27	146	5·4
Two rooms	15	30	125	4·2
Three rooms	..	..	..	..
Four rooms	..	..	..	..
Total ..	42	57	271	4·8

In one-room dwellings, the density of occupancy was as high as 5.4 persons per room as compared with 4.2 persons per room in two-room dwellings.

Table XVII shows that 53.9 per cent of the occupants were living in one-room dwellings in conditions of more than five per room :—

TABLE XVII.

Showing percentage distribution of habitable rooms and occupants in dwellings of different sizes.

Size of dwelling.	Percentage of habitable rooms to total number of rooms.	Percentage of occupants to total number of occupants.
One room	47·4	53·9
Two rooms	52·6	46·1
Three rooms	..	..
Four rooms	..	..
Five rooms	..	..
Total ..	100·0	100·0

The remaining 46.1 per cent. were the occupants of two-room dwellings, the density of occupancy therein being 4.2 persons per room.

Tables XVIII (a) and (b) show the extent of amenities enjoyed by the occupants of the dwellings surveyed :—

TABLE XVIII (a).

	Subsidiary.			Verandahs.			Courtyards.			Kitchens.		
	No. of rooms.	Number of dwellings.		Dwellings without.		With.	Dwellings without.		With.	Dwellings without.		With
		No.	%	No.	%		No.	%		No.	%	
All dwellings	7	6	14·3	35	83·3	7	26	61·9	16	28	66·7	14
One room dwellings	5	5	18·5	21	77·8	6	13	48·1	14	25	92·6	2
Two room dwellings	2	1	6·7	14	93·3	1	13	86·7	2	3	20·0	12

TABLE XVIII (b).

	Bath rooms.		Latrines.		Water supply.		Electricity.		Drainage.		Ventilation.	
	With.	Without.	With.	Without.	With.	Without.	With.	Without.	Satisfactory.	Unsatisfactory.	Satisfactory.	Unsatisfactory.
		No. %		No. %		No. %		No. %		No. %		No. %
All dwellings	3	39 92·9	36	6 14·3	25	17 40·5	5	37 88·1	4	38 90·5	5	37 88·1
One room dwellings.	2	25 92·6	21	6 22·2	11	16 59·3	4	23 85·2	3	24 88·9	4	23 85·2
Two room dwellings.	1	14 93·3	15	.. ..	14	1 6·7	1	14 93·3	1	14 93·3	1	14 93·3

In respect of subsidiary rooms, six dwellings only had them. The great majority of them, 83.3 per cent., had no verandahs. The proportion of dwellings without courtyards was as high as 61.9 per cent. In this respect, two-room dwellings were less favourably situated than one-room dwellings. In the matter of kitchens, on the other hand, two-thirds of the dwellings were without them. In the case of one-room dwellings without this amenity, the proportion was as high as 92.6 per cent. Of the 42 dwellings covered by the survey, three only had bathrooms. Latrines, however, were provided in a majority

of them, but most of these were used in common. More than 40 per cent. of the dwellings, consisting largely of one room, were without water supply. Electricity was laid in five dwellings only. Nearly 90 per cent. of the dwellings had unsatisfactory drainage and ventilation. It appears, therefore, that the majority of dwellings were mere shelters and not equipped with such elementary amenities as are conducive to the basic needs of healthy and comfortable life. Besides, only the East India Tramways Company, Ltd. provides housing accommodation to 40 of its employees free of rent. 34 of the quarters are occupied by single workers and the rest (6) by those who are living with their families. All the quarters are of similar design. Each one consists of a living room, 96 square feet in area, with a kitchen and a verandah. In addition, there is a common courtyard, measuring 117 ft. × 15 ft., 3 baths (2 for men and 1 for women), and 10 flush latrines (8 for men and 2 for women).

The rooms have brick-laid *pucca* flooring and newly whitewashed walls. Ventilation and drainage are fairly satisfactory. Electricity has not been made use of. There are only two taps and two hand-pumps. The pumps give brackish water which is utilised for washing or cleaning purposes only.

PART II.

BOMBAY.

(Bombay Province.)

Employment.

There are two transport companies in Bombay. The Bombay Electric Supply and Tramway Company maintains both buses and trams and plies them in the city and island of Bombay. The Bandra Bus Company, on the other hand, maintains only a bus transport service in the suburbs of Bombay city. The total employment figures of these two companies are given below :—

TABLE XIX.

Date.	August 1939.	January 1944.	Percentage increase since August 1939.
Number of workers	2,986	3,933	+31·7

That the figures have swollen up by 31.7 per cent. since the outbreak of war is an obvious index of the growth of traffic that has resulted from the increase in population. All the workers are male and are directly employed and paid.

Length of service.—The statistical information regarding length of service is given in Table XX :—

TABLE XX.

Showing length of service of workers.

0 to 1 year.		1 to 5 years.		5 to 10 years.		Over 10 years.		Total.	
No.	%	No.	%	No.	%	No.	%	No.	%
936	21·2	1,804	41·0	849	19·3	814	18·5	4,403	100

The largest group, *i.e.*, 41 per cent., comprises such employees as have entered service during the war.

Temporary and Permanent workers.—According to the statement of the 'Best' Company, all of their workers are permanent excepting about 60 'extra men' and a few others. The temporary hands are not entitled to annual leave pay (vide rule 17 (O) of standing Rules) and benefits of provident fund (vide clause 6 of S.O. 34 Provident Fund as recognised on 20th June 1931 and finally amended on 15th March 1937). The Bandra Bus Company claims that its traffic staff, when recruited, are on 3 months' probation after which they are confirmed provided their work is otherwise satisfactory. They are not, however, entitled to any special privileges in respect of provident fund, gratuities, etc. For all practical purposes, therefore, they are at par with temporary workers.

Apprenticeship.—Though there is no *regular* course of apprenticeship in the organisations referred to above, yet drivers and conductors, in one unit, are given a pre-employment training in a school provided for the purpose. Lectures are given to them in the ordinary social courtesies, the rule of the road and their legal responsibilities. The conductors are taught the calculation of rates and fares chargeable from station to station and are required to know the geography of the city of Bombay. Preliminary training in the art of conversation in English is also given to enable them to discharge their duties more efficiently in a cosmopolitan city like Bombay. Similarly, drivers of double deckers receive additional training. At the time of recruitment, all the uniformed out-door traffic staff has to deposit Rs. 30 (vide rule 25 (G) of Standing Rules, Traffic Department), which is liable to be forfeited by the Company for breach of rules specified in the conditions of service. This rule applies in the case of bus drivers as well when they fail in the police test (vide minutes of Bus Conference held on 17th September 1943).

Generally, no direct appointments are made for the non-scheduled supervisory posts, which are filled up by promotions from lower ranks. As such, there is no apprenticeship system for these posts.

The pre-employment training period is not specifically laid down by the Company. On personal enquiries, it was found to be of three months' duration on an average, but this period varies according to individual capacity and demands of the company. On passing the test, each successful candidate is paid Rs. 15 as 'subsistence allowance' (vide Rule 25(k) of Standing Rules, Traffic Department) which is reported by the workers to be very meagre.

The period of pre-employment training is not counted towards service, which is only calculated from the date on which a worker takes over charge on the line.

In the second unit, the Assistant Traffic Manager gives the necessary training to workers before they are sent out as conductors. The training is not as thorough as that given in the first unit.

Promotion.—The procedure adopted by both the units in respect of promotions has been adversely commented upon by workers and their representatives on the ground that the test of merit adopted leads, in certain cases, to favouritism and that seniority is more often than not disregarded. Both the units give graded promotions. In one unit, the grades were revised in 1934 and, in the other, in 1938. At the former, applications for higher posts are considered from men who have put in at least 2 years of satisfactory service (vide Rule 23 of Standing Rules, Traffic Department).

Turnover.

The following table gives the rate of turnover for 1939 and 1943 :—

TABLE XXI.

Year.	Average daily number of workers employed	Turnover.	Rate of turnover. %
1939	2,987	142	4·7
1943	3,914	375	9·6

The rate of turnover has gone up by 4.9 per cent. since 1939, due mostly to conditions created by war. Very few persons are lucky enough to retire. Most of them quit of their own account, probably because slightly higher wages are offered to them at other jobs recently created by war.

Absenteeism.

Absenteeism figures have been prepared on the basis of 309 working days [365—(52 weekly off-days plus 4 paid communal holidays)]. As the *BEST* Company supplied figures for only four of the major occupations, these are given in the Table below :—

TABLE XXII.

Year.	Total Man-days.	Man-days lost.	Rate of absenteeism. %
1939	8,55,312	3,756	·44
1943	11,23,524	5,273	·47

The figures supplied by the Bandra Bus Company pertain to all occupations and are reproduced below :—

TABLE XXIII.

Year.	Total Man-days.	Man-days lost.	Rate of absenteeism. (%)
1939	67,671	929	1·37
1943	85,902	1,121	1·30

The transport industry, as a whole, does not exhibit any marked variation in respect of absenteeism for, in view of the high cost of living, workers cannot afford to absent themselves frequently.

Standing orders.

Only one unit has got standing orders governing the relationship of employers and employees. These relate to terms of employment, pay, promotion, leave, etc.

Recruitment.

Workers in trams and buses are mostly recruited by advertisements in newspapers. Sometimes, persons who are already in service bring their friends or relatives who are generally given preference over others. In one unit, certain minimum requirements are laid down for each category of workers. The applications are scrutinized by the Labour Officer and, on the strength of his recommendation, the candidates are actually recruited by the senior traffic

officer. They are then medically examined and, if found fit, asked to deposit an amount of Rs. 30|- (which is refundable) along with an additional rupee as stamp fee for the agreement. The deposit is liable to be forfeited for breach of rules specified in the conditions of service signed by the employees. In the second unit, the manager himself considers the applications and makes appointments after interviewing the candidates.

Labour Officer.

In one unit alone, there is a labour officer, who looks into the grievances of workers. It is alleged that his approach to workers' grievances is entirely mechanical.

Wages and Earnings.

The present rates of pay for four principal occupations, namely those of inspectors, starters, conductors and drivers, are given as under :—

TABLE XXIV.

Occupation.	Unit No. 1. Rs.	Unit No. 2. Rs.
Inspectors	55-5/2-75-10/2-85.	30-2/2-34-3/2-40.
Starters	45-2/2-55.	50-75.
Conductors, grade I	26-2/1-28-3/1-40	25-1/2-26-2/3-30-
Conductors, grade II	26-2/1-28-3/2-40.	
Drivers, grade I	44-4/½-48-4/1-72.	45-2-/2-47-3/2-56.
Drivers, grade II	44-4/2-64.	

Except in the case of Inspectors, who are more highly paid in the first unit, the differences in other occupations are not very considerable. The grades and increments are not attractive and, what is worse, the maxima come to an end rather too early. The basic wages remain unaffected though the workers contend that the case for a revision of their scales merits immediate consideration. Contract labour is not employed at all.

Wage fixation.—The fixation of wages by the employers is to some extent governed by the remuneration paid to workers in similar occupations in the locality, *e.g.*, the wages of the taxi drivers of Bombay indirectly influence the wages of the omnibus drivers.

Allowances.—Dearness allowance is given by the companies as shown below :—

TABLE XXV.

Serial No. of unit.	Dearness allowance.
1	According to mill workers' scale.
2	2/3rd of the mill workers' scale.

In addition, bonuses are declared by one unit. These are sanctioned by its Board from time to time and are payable in full to all permanent employees who have put in 12 months' service or more. In 1943, 1|24th of the basic earnings, excluding overtime in 1942, was paid as bonus. This unit also continues to pay the old war allowances (1914-19) at the following scale* :—

Upto Rs. 75	25%
From Rs. 76 to 125	17½%
From Rs. 126 to 200	10%

* (Vide Rule 22(C). of Standing Orders, Traffic Department).

" An additional increase of Rs. 5 p.m. may be granted to all monthly paid employees at the time of their promotions from Rs. 75 to Rs. 80 or from Rs. 125 to Rs. 130.

(Vide C.M.'s letter, dated 30th August 1930, in force from 1st August 1930.)

Analysis of wages and earnings.

Data of wages and earnings were collected in respect of 4,315 workers employed in both the units in August 1944. The total number of samples, selected from different occupational categories in which the above-mentioned 4,315 workers were employed, was 2,918 or 67.6 per cent.

The following table shows the average daily basic wages and net earnings in the principal occupations. The averages refer to those of the samples and are based on figures of their actual wages and net earnings during the wage-period (*i.e.*, August 1944).

TABLE XXVI.

Occupation.	Number of workers employed.	Number of samples taken.	Average daily basic wages.	Average daily net earnings including overtime allowances and bonuses.
			Rs. A. P.	Rs. A. P.
(*a*) *Bus*—				
Drivers	514	361	1 9 10	2 6 4
Conductors	925	640	0 14 2	1 9 5
Inspectors	94	63	1 1 7	1 12 0
(*b*) *Tram*—				
Conductors and Drivers	2,403	1,602	1 1 7	2 1 0
Pointsmen, Trolleymen and Signalmen ..	88	58	0 11 4	1 9 3
Inspectors	87	58	1 13 11	3 3 1
Ticket Examiners ..	25	17	1 8 9	2 1 7
Traffic regulators ..	63	42	1 12 11	2 13 11
Starters	93	62	1 9 10	2 11 10
A-grade Conductors ..	23	15	1 3 1	2 0 6

All employees were men and time-rated, generally on monthly rates of pay.

It will be seen from the table that in all except two occupations the daily basic wages of workers were above Re. 1. Those who draw less than Re. 1 as basic daily wages are the unskilled workers, *viz.*, bus conductors and pointsmen, trolleymen and signalmen. The mechanical and inspectorate staff appears to be better paid than other employees. The net earnings of drivers, conductors and inspectors are much above their daily basic wages, indicating thereby considerable overtime work.

The following table shows the percentage increase in the net monthly earnings including allowances over the basic wages that prevailed in 1939 :—

TABLE XXVII.

Occupations.	Concern	Average. Basic. Rs.	Average. Net earnings Rs.	Percentage increase.
1. Bus drivers	1	47 0 0	68 12 0	46·2
	2	63 0 0	98 0 0	55·6
2. Bus conductors	1	26 0 0	46 0 0	76·9
	2	34 0 0	64 0 0	88·2
3. Inspectors	1	32 0 0	50 0 0	56·2
	2	58 0 0	99 0 0	70·7
TRAMS.				
4. Tram drivers & conductors		34 0 0	64 0 0	88·2
5. Pointsmen, trolleymen, signalmen		22 0 0	49 0 0	122·7
6. Inspectors		58 0 0	99 0 0	70·7
7. Ticket examiners		48 0 0	65 0 0	35·4
8. Traffic regulators		56 0 0	89 0 0	58·9
9. Starters		50 0 0	85 0 0	70·0
10. A grade conductors (Ticket Memo Clerks)		37 0 0	62 0 0	67·6

This shows that there has been an increase in the net earnings in almost all categories of workers in trams and buses. But, in view of the changes in the cost of living as indicated by the Bombay working class cost of living index, it can be said that this has been more than offset by a rise of prices.

Overtime.—Overtime is compulsory in one unit, optional in the other. A record of it is kept and is open to inspection by workers. Overtime is paid at the rate of ' time ' and a quarter. The workers contend that overtime should not be compulsory and that it should be paid for at the rate of ' time ' and a half. These objections are, however, held in invalid on the ground that overtime in trams and buses depends upon the exigencies of transport service and cannot frequently be foreseen or provided for in advance. The second demand is opposed in view of the Factories Act and the Bombay Shops and Establishments Act which govern the rate of overtime.

Deductions.—Deductions in respect of provident fund, savings fund (optional) loans, grains and store materials (if any) are made by one of the units only. The other unit does not make any deductions.

Fine fund.—There is a fine fund in one unit under reference, called the Employees' Welfare Fund. The rules are that deductions in respect of fines are not to exceed 5 per cent. of salary or wages, except in cases of ' outstandings ' when employees leave the company's service. Fines inflicted in excess of 5 per cent. of salary or wages are to be deducted in two or more instalments. All such fines are credited to the Employees' Welfare Fund. This rule does not apply to conductors' *shorts*. Court fines are not to exceed Rs. 2|4 p.m., the balance being carried forward to the next month.

The amount outstanding in the fund is about a lakh of rupees which is kept in a bank in the joint names of the General Manager, the Secretary and the Assistant Secretary, either of whom can operate on this account singly. This fund consists of the following :—

(a) all fines recovered from employees,

(b) donations made by passengers transgressing bye-laws, etc., in lieu of legal proceedings being taken,

(c) proceeds of ' Lost Property ' sales.

The fund is available, at the discretion of the General Manager, for the following purposes :—

(i) Small loans to necessitous persons to be repaid by monthly instalments.

(ii) Compassionate donations of small sums to poor passengers and others injured in tramway accidents, etc.

(iii) Other deserving cases, which cannot be assisted with Company's money.

There are a number of rules for ensuring repayment of loans and also for safeguarding against the loans being taken by undeserving persons. The credit balances are, from time to time, considered by the board for expenses on welfare work among the Company's employees.

Periods of wage payment.—The wage period in both the units is a calendar month and the workers are paid between the 7th and the 10th of the subsequent month. They are also paid for the weekly holidays. In one unit, 4 communal holidays are given in addition every year.

Working conditions.

Shifts.—In one unit, there are morning and evening straight duty shifts and also split duty shifts. In the second unit, there are four shifts of four hours each. The workers work for four hours at a stretch and are allowed four hours' rest before resuming work in the next shift.

The buses and trams in the city of Bombay work from early in the morning till late in the night. Besides, there are extra services during rush hours. The programme of duty hours for different categories is fixed in advance and is so chalked out that each worker does not work for more than 8 to 8½ hours per day. Tram and bus drivers, controllers, special inspectors and depot starters work for 8 hours per day while others work for 8½ hours. Men on the extra list required to wait in depots are not paid any wages for the first hour of their waiting. The total spreadover in both the units is 12 hours though the worker is not on call during the four hours' interval referred to above.

The tram and bus employees work outdoor and their working conditions may therefore be studied with reference to their duties.

Working conditions in depots.—There are four depots or starting points for trams and buses in one unit, out of which one is exclusively for buses and one exclusively for trams while two are common to both. The tram and bus conductors and drivers have to report in the depots and the following table gives their strength at the date of enquiry along with the facilities provided in them :—

TABLE XXVIII.

Sl. no.	Code letter of the Depots.	No. of workers.		Water supply.	Latrines.	Urinals.	Seating arrangements.	Dispensary.	Canteen.
		Trams.	Buses.						
	Unit No. 1—								
1	Depot A ..	890	626	No	6	5	Wooden benches.	Yes	Yes
2	Depot B ..	545	..	No	5	3	1 bench.	No	Yes
3	Depot C ..	..	251	No	4	1	3 benches	No	No
4	Depot D ..	990	340	1 tap	4	4	Benches	Yes	Yes
	Unit No. 2 ..	..	297	11 taps for workers.	3	2	Shelter benches.	..	Yes

The seating arrangement in the depots was very inadequate. The flush latrines were very dirty and there was no adequate arrangement for drinking water for workers.

Canteens are run at three out of four depots in the first unit. Tea and light refreshments are served at concessional rates. Facilities also exist for

lunch and meals at the Colaba Depot. The price of a single cup of tea at the canteens was two pice as against one anna in the market.

The out-door staff other than conductors and drivers, *i.e.*, the traffic regulators, ticket inspectors, pointsmen, have no rest shelter at many of the junctions and are exposed to sun and rain. At certain places, *e.g.*, Dhobi Talao, Bori Bunder, Bhindi Bazar, etc., the regulators can avail themselves of the facilities of shelter provided for passengers ; at others, there are small cabins for the use of 'A' Grade Conductors or Ticket Memo Clerks. It was complained that the duties of regulators are multifarious and that the watches and whistles are not provided by the management though they are expected to regulate and note the timings of the movements of trams. Umbrellas are supplied to some of the out-door staff every two years. Generally, no provision exists for urinals, latrines and drinking water at junctions. The rest interval of 5 minutes allowed to conductors and drivers between their arrival at the destination and departure from the same is too small and, in some cases, it is negligible as the trams usually run late in these days due to heavy traffic. There is only one depot in the second bus company though there are various cabins at different places for the starters. One shelter is provided at the depot. The sanitary arrangements are generally satisfactory, though some of the latrines and urinals were very dirty at the time of my visit.

Medical Facilities.

The first unit has two dispensaries, one at Colaba and the other at Kingsway Depot. The average daily number of cases treated at these dispensaries is 200.

TABLE XXIX.

Traffic cases treated at Colaba and Kingsway during 1939 *and* 1944.

Months.	Colaba.		Kingsway.	
	1939.	1944.	1939.	1944.
January ..	1993	1827	688	1088
February	1828	1996	735	1138
March ..	1720	2350	843	1495
April ..	1555	2841	769	1819
May ..	2350	2489	1050	1854
June ..	1905	2146	861	1474
July ..	1865	2208	953	1453
August ..	1571	2363	897	1634
September	1410	2300	994	1456
October ..	1785	1983	1465	1345
November	1395	2421	984	1535
December	1077	2424	650	1468

The doctors-in-charge of the dispensaries are registered medical practitioners. No occupational diseases are reported. There is no periodical medical examination. The system of medicine is allopathy and the prevalent diseases are fever, diarrhoea, dysentery, etc. In the other unit, no dispensary is provided by the management but a private medical practitioner is subsidised to give free medical aid to the workers.

Grain shops

The two units under reference have their own grain shops for supplying essential commodities at controlled rates. Usually, rice, *jawar*, *bajri*, wheat, sugar and kerosene oil are supplied at the rationed scale. The bigger unit supplies in addition *dals*, *ghee*, tea and washing soaps, partly at the permanent grain shops and partly through mobile grain shops which serve localities like Byculla and Tardeo.

Uniforms.

In the bigger unit under enquiry, the entire out-door staff get uniforms according to the standing rules. In the other unit, two uniforms per year are given to drivers, conductors and inspectors of buses.

Trade unions and strikes.

The following statement gives the necessary information about trade unions among the tram and bus workers :—

TABLE XXX.

Name of Trade Union.	Date of Registration.	Membership.
1. The Tramway Men's Union	.. 24th May 1928 ..	.. 433
2. B. E. S. T. Workers' Union	.. 21st October 1938	.. 800
3. The Bombay Taxi Drivers' Union ..	.. 12th September 1929	.. 967
4. The Bombay Private Motor Drivers' Union..	.. 30th June 1937 ..	.. 453
5. The Provincial Motor Transport Association	.. 19th May 1943 ..	.. 460
6. The Lorry Drivers' and Workers' Union ..	.. May 1944 ..	.. 532
7. The Suburban Bus Workers' Union ..	.. Nov. 1943 ..	.. 200

Recently, the Tramway Men's Union and the B.E.S.T. Workers' Union have been amalgamated into one known as the B.E.S.T. Employees' Union There is no written agreement regarding wages, hours of work, etc. Occasionally, union officials interview the management regarding their grievances, disputes, etc. The subscription is 4 annas per month per worker.

There is no works committee in any of the units under investigation.

Causes of strikes and their settlement.—On the 14th May 1942, the B.E.S.T. workers' union served the Company with a notice embodying their demands and threatening a strike. On the 18th May 1942, the managing committee of the Tramway Men's Union passed resolutions asking for a revision of the scale of dearness allowance and for an emergency evacuation allowance. The notice to strike expired on 28th May 1942 and most of the bus drivers and conductors and some of the tramwaymen struck work. At the instance of the Labour Commissioner, the Government of Bombay appointed the Hon'ble Sir Robert Broomfield to adjudicate in the dispute. The strikers thereupon called off the strike and resumed work. Sir Robert Broomfield adjudicated upon certain demands which were common to other unions and ruled out certain other demands which were beyond the scope of his enquiry. Thereupon, the Tramwaymen's Union again formulated the same demands (which were rejected by Sir Broomfield) and forwarded them to the management on 24th June 1942 threatening a strike. The Government of Bombay again intervened and appointed Dr. A. Latifi to adjudicate in the dispute. He gave an award which was enforced and made binding on the parties.

In 1943, the Union of the B.E.S.T. employees wanted a revision of the award of Sir Broomfield. Certain negotiations were carried on between the management and the employees which proved to be fruitless. In 1943, the Company finally replied to the unions that they were unable to accede to their demands. Thereupon, the unions urged the Government to appoint a court of enquiry under the Trade Dispute Act or an arbitrator. The Labour Commissioner informed the unions that previous awards were subsisting. On the receipt of this intimation, the unions gave notice of the termination of both the awards (Broomfield and Latifi Awards).

On 3rd April 1944, the union of the B.E.S.T. employees again gave a notice to strike, which was to expire on 17th April. The Government of Bombay appointed Mr. Wassoodew as arbitrator. As he fell ill, Mr. E. M. Nanavutty was appointed arbitrator in his place. He heard the arguments of both the parties and finally gave his award (*vide* Bombay Government Gazette Extraordinary, dated the 16th December 1944), chief features of which are as follows :—

1. Case for revision of scales for rates of pay was decided against the employees.

2. Dearness allowance was accepted and it was laid down that it will be paid on the same scale as adopted by the Millowners' Association of Bombay.

3. The old war allowance of 1918 was to be treated as a part of wages not only in the calculation of bonus but also for the purpose of provident fund and gratuities.

4. The company is not justified on any ground whatsoever in excluding overtime from the wages of an employee in calculating the amount of bonus awarded to each such employee.

In the other unit under enquiry, the relation between the employees and the employers seemed to be very strained. On enquiry from the manager it was found that there has been some party feeling between the clerical staff and the out-door staff, as the former has been given some increment in pay. It is learnt that the employees have made a representation to Labour Commissioner and Police Commissioner. There was a strike in the year 1939 which lasted for about 7 days. Government intervened and the matter was referred to arbitration which resulted in an award favourable to the employers.

Accidents and compensation.

In one of the units under enquiry there were 96 cases of accidents in 1943. The total compensation paid under the Act was Rs. 3,258-7-3. Outside the Act, there were 527 accidents and a voluntary compensation of Rs. 2,745-12-1 was paid by the management. At the other unit, no accident had been recorded.

Safety Acts, etc.

The tram and bus workers (Traffic Department) do not come under the Factories Act. Most of the workers are drivers and conductors and they are governed by Motor Vehicles Act and Shops and Establishments Act respectively regarding times of work, etc.

Provident fund.

Only one unit under enquiry has a provident fund scheme. All employees who get more than Rs. 15 p.m. are required to become members of and subscribe to the fund, with effect from the date of their appointment or of attaining such wage. The important regulations are given below :—

" Every member shall contribute to the fund during the period of his service at the following rates for every complete rupee of the salary or wages payable to him :—

(a) Subscription : 16 pies from member receiving a salary or wage of Rs. 100 or over per month.

(b) 12 pies from member receiving a salary or wage *under* Rs. 100 per month or 16 pies at the option to be signified in writing."

"Such contributions shall be deducted by the company from the wage of each member at the time of payment thereof and shall be paid by the company to the Trustees and credited to the individual account of the member as his contribution to the fund. The company contributes to the fund monthly an amount equal to the contribution of each member for that month."

"In the beginning of each year interest at a rate equal to the rate of interest yielded by the investments for the time being representing the contributions to the fund by the company and the members and the accrued interest thereupon, but not exceeding a rate of 5 per cent. per annum, shall be credited proportionately to the individual account of each member. The amount of interest, if any, yielded in each year by the investments for the time being representing the contributions to the fund by the company and the members and the accrued interest thereon in excess of 5 per cent. per annum shall be carried to the credit of General Reserve Fund Account".

Pensions and gratuities.

None of the units under enquiry had any pension scheme. Only one had a gratuity fund account. This is a part of the provident fund and its resources are utilised by the Trustees :—

(1) to pay special bonus to retiring members,

(2) to pay income tax and super tax payable on any gratuity paid to a retiring member.

The conditions of gratuity on retirement are :—

(1) Continuous loyal and efficient service.

(2) Age should be above 35 except on account of ill-health, disablement or retrenchment.

(3) Any employee quitting his duty for the purpose of going on strike *ipso facto* forfeits all claims to any gratuity on retirement.

(4) In the event of death, while in service of the Company, any retirement gratuity for which the employee would then have become eligible shall be paid to his nominees.

The scales for the grant of gratuity are as follows :—

7 years' service	3 months' pay.
10 years' service	6 months' pay.
12 years' service	9 months' pay.
15 years' service	12 months' pay.

Co-operative society.

One of the sampled units has a co-operative society. Its object is to inculcate and encourage thrift by enabling members to deposit some part of their income in a safe and convenient way with the prospect of a fair profit, and to prevent indebtedness by making loans available on reasonable terms. From the survey of indebtedness, it appears that although the workers are making use of cheap loans, yet the Pathan moneylender or mahajan has not been eliminated.

Funds are raised by subscriptions and shares, by loans and deposits, by donations and entrance fees.

Civil condition.

396 bus and tram workers, selected at random, out of a total of 3,933, were directly questioned by my investigating staff in respect of their civil condition and indebtedness.

Origin and migration.—The city of Bombay attracts labour from far and wide. Though the large majority of workers are drawn from the neighbouring districts, yet a fair number come from the different districts of the United Provinces, the Punjab and N.W.F. Province.

The following table gives the places of origin of the 396 sampled workers :—

TABLE XXXI.

Place of origin.	Total no. of samples.
1. Bombay Province and adjoining States	192
2. United Provinces and adjoining States	131
3. N. W. F. Province	29
4. South India	24
5. Punjab Province and adjoining states	7
6. Central India	..
7. Bihar Province	..
8. Delhi	2
9. Bengal	1
10. Singapore	1
Total ..	396

Age distribution.—Among the tram and bus workers in one unit, a very large majority falls in the age group of 20 to 25. The total frequencies against the two groups 20 to 25 and 25 to 30 are the highest. The following table gives the relevant details about age distribution :—

TABLE XXXII.

Showing number of persons in different age-groups.

Serial Number.	Age-groups in years.	Number of persons.			Total.
		Tram-B.E.S.T.	Bus-B.E.S.T.	Bus-Bandra.	
1	15—18	1	..	..	1
2	18—20	1	1	..	2
3	20—25	76	36	16	128
4	25—30	75	29	5	109
5	30—35	46	12	10	68
6	35—40	32	11	4	47
7	40—45	15	5	..	20
8	45—50	14	2	1	17
9	50 and above	2	1	1	4
	Total ..	262	97	37	396

The average family.— Most of the workers employed in bus and tram companies are obliged to leave their families in their home districts owing to housing difficulties and high cost of living in the Bombay city and suburbs. The following table gives the number of dependants on the sampled workers :—

TABLE XXXIII.

Showing distribution of workers according to the number of dependants.

Serial Number.	Family consisting of dependants.	Number of workers. Tram-B.E.S.T.	Bus-B.E.S.T.	Bus-Bandra.	total.
1	0	10	1	..	11
2	1	8	3	2	13
3	2	32	11	5	48
4	3	45	21	6	72
5	4	50	21	6	77
6	5	45	12	7	64
7	6	38	13	4	55
8	Over 6.	34	15	7	56
	Total ..	262	97	37	396
	Average ..	(4·3)	(4·5)	(4·5)	

Literacy.—All the sampled bus workers in one unit were literate, 38 of these knew English as well. In the other unit, 34 out of 37 (*i.e.*, 91.9 per cent.) could read and write in their mother tongue. Among the tram workers, however, the percentage of literacy was slightly lower as, out of 262 persons, only 227 were literate. Of the latter, 53 knew English besides their own mother tongue.

Distribution by religion.—Table XXXIV shows the percentage of Hindus and Muslims and other communities to the total employment in bus and tram companies.

TABLE XXXIV.

Religion.	Buses. Unit No. 1	Unit No. 2.	Trams.	Total.	Percentage
Hindus	52	16	175	243	61·4
Muslims	33	14	81	128	32·3
Christians	8	5	4	17	4·3
Parsis	4	2	1	7	1·8
Jews	..	..	1	1	0·2
Total ..	97	37	262	396	100

Indebtedness.

The following tables indicate the extent and causes of indebtedness separately for bus and tram workers. The average indebtedness per indebted person in the trams is Rs. 405 while in the buses it is Rs. 444 in one unit and Rs. 318 in another. A very small percentage of workers is free from debt. In the trams, 26 out of 262 persons were without debt while, in buses, 7 out of 37

in one unit and 15 out of 97 persons in the other unit were free from debt. In the two units combined only 48 workers, *i.e.*, 12.1 per cent. were free from debt. The average debt of an indebted worker was Rs. 409.

TABLE XXXV.

Showing the amount of indebtedness under different causes.

Serial No.	Causes.	Amount in rupees.			Total.	
		Trams-Unit No. 1.	Buses.		Amount in Rs.	Percentage to total.
			Unit No. 1	Unit No. 2		
1	Marriage	32,877	7,075	3,250	43,202	30·4
2	Sickness	12,204	5,240	1,660	19,104	13·4
3	Death	1,890	700	500	3,090	2·2
4	Purchase of land & cattle	3,500	150	730	4,380	3·1
5	Purchase of house ..	5,085	1,050	..	6,135	4·3
6	Litigation	1,420	1,000	..	2,420	1·7
7	Domestic needs	27,220	11,015	3,270	41,505	29·2
8	Ancestral	9,630	9,000	..	18,630	13·1
9	Miscellaneous	2,442	1,175	140	3,757	2·6
	Total ..	96,268	36,405	9,550	142,223	100
	Number of persons indebted	236 out of 262	82 out of 97	30 out of 37	348 out of 396	

The chief causes of indebtedness are marriage, sickness, domestic needs and ancestral debt. Between them, these four causes account for over 86 per cent. of the total debt.

Rate of interest and agencies.—A small percentage of debt, usually borrowed from friends and relatives, is free of interest. The rate of interest charged by other agencies varies from 6 to 60 per cent. and, in some cases, it goes above it. The agencies which charge comparatively low rate of interest are the co-operative societies, mahajans and Marwaris. The usurious rates are charged, in certain cases, by Marwaris but invariably by 'Pathan' moneylenders. The table that follows indicates the indebtedness, the agencies and the rate of interest separately for the bus and tram workers :—

TABLE XXXVI.

Showing the amounts of loan taken from various agencies and their rates of interest.

Serial No.	Rate of interest.	Agency.	Amount of loan taken in rupees.			
			Tram—B.E.S.T.	Bus—B.E.S.T.	Bus—Bandra	Total.
1	Free ..	Friends and relatives	15,989	8,935	2,400	27,324
2	0—6% ..	..	..	3,700	..	3,700
3	6—12% ..	Co op. Society, Mahajan.. ..	16,320	7,425	..	23,745
4	12—18% ..	Mahajan and friends	10,956	1,350	1,200	13,506
5	18—24% ..	Mahajan	1,300	300	800	2,400
6	24—30% ..	Marwari and Bania	9,050	1,650	..	10,700
7	30—36% ..	.. ..	..	..	..	..
8	36—42% ..	Pathan Marwari	12,989	7,210	975	21,174
9	42—60% ..	.. ..	..	..	..	..
10	60% and above.	Marwari and Pathan	29,664	5,835	4,175	39,674
		Total ..	96,268	36,405	9,550	1,42,223

Housing.

The survey of the housing conditions of bus and tramway workers covered 208 dwellings, of which 143 comprising 3 blocks scattered over different parts of the city of Bombay were supplied by one unit and 65 were privately owned houses leased by workers. Employees of the first unit, who are permitted to occupy rooms in the Company's various chawls have to comply with the following rules :—

"An occupant can reside with his relatives, provided not more than four adults reside in one room (two children to be equivalent to one adult). The rent of each room shall be deducted from the pay sheet.

"The moment an occupant ceases to be an employee of the company, he must vacate the premises forthwith. An occupant desiring to vacate must give one month's notice.

"Occupants must not interfere with the company's property, otherwise the cost shall be recovered through the pay sheet from all the occupants of the floor on which the loss occurs, in the event of the loss not being traced to a particular individual.

"No occupant can sublet his room without previous permission of the officer-in-charge.

"The employees are required to sign a declaration that they occupy the rooms not as tenants but as licensees of the company."

In such class of dwellings, the one-room dwelling predominated, comprising 95.8 per cent. of those provided by employers and 98.3 per cent. of private dwellings. As table XXXVII shows, none of the dwellings had more than two rooms :—

TABLE XXXVII.

Size.	Number of dwellings		Percentage of total.	
	Employers' houses	Private	Employers houses	Private
One room	137	58	95·8	89·2
Two rooms	6	7	4·2	10·8
Total ..	143	65	100·0	100·0

The following table shows the density of occupancy in the two classes of dwellings separately and according to size. It will be seen that congestion in private houses was more acute than in employers' houses. The average density of occupancy in private houses was 5.2 persons per room as compared with 4.4 in employers' houses. But it should be mentioned here that the average of rooms—111 square feet—in private houses was larger by 7 square feet than the average area of rooms in employers' houses—104 square feet. In both categories of dwellings, the density of occupancy was at its highest in one-room houses :—

TABLE XXXVIII.

Size of dwellings.	No. of dwellings		No. of rooms.		Number of occupants.		Density of occupancy.	
	Employers'	Private	Employers'	Private	Employers'	Private	Employers'	Private
One room	137	58	137	58	662	338	4·5	5·3
Two rooms	6	7	12	14	38	37	3·2	[illegible]
Total ..	143	65	149	72	700	375	4·4	5·2

Table XXXIX shows the percentage of occupants of the dwellings surveyed, who were living under conditions of occupancy shown by table XXXVIII. 94.2 per cent. of persons occupying employers' houses and 90.1 per cent. of those residing in private houses were living in one-room dwellings at the rate of 4.5 and 5.8 persons per room. In both cases the number of occupants of one room dwellings exceeded the proportion which these dwellings had of the total number of rooms in all dwellings :—

TABLE XXXIX.

Size of dwellings.	Percentage of habitable rooms to total number of rooms		Percentage of occupants to total number of occupants.	
	Employers'	Private.	Employers'	Private.
One room	91·9	80·6	94·2	90·1
o rooms	8·1	19·4	5·8	9·9
Total ..	100	100	100	100

The nature of amenities and the extent to which they were enjoyed by the dwellings surveyed are indicated in tables XL (a) and (b) :—

TABLE XL (a).

	Subsidiary rooms.			Verandahs.			Courtyards.			Kitchens.		
	With		Without.	With		Without.	With		Without.	With		Without.
	No.	%		No.	%		No.	%		No.	%	
Employers' Houses												
All dwellings	143	..	..	143	77	53·8	66					
One room dwellings	137	..	..	137	77	56·2	0					
Two room dwellings	6	..	..	6	..	..	6					
Private Houses.												
All dwellings	8	12·3	57	..	..	65	..	..	65			
One room dwellings	1	1·7	57	..	..	58	..	..	58			
Two room dwellings	7	100	..	..	..	7	..	..	7			

TABLE XL(b).

	Bath Rooms.			Latrines.			Water supply.			Electricity.			Drainage.			Ventilation.		
	With		Without.	With		Without.	With		Without.	With		Without.	Satisfactory.		Unsatisfactory.	Satisfactory		Unsatisfactory.
	No.	%		No.	%		No.	%		No.	%		No.	%		No.	%	
Employers' Houses.																		
All dwellings	143	143	100	*Nil*	*Nil*	*Nil*	*Nil*	*Nil*	143	125	87·4	18	143	100	*Nil*	139	97·2	
One room	137	137	100	..	..	„	137	121	88·3	16	137	100	„	133	97·1			
Two rooms	6	6	100	„	„	„	6	4	66·7	2	6	100	„	6	100			
Private Houses.																		
All dwellings	65	65	100	„	11	16·9	54	22	33·8	43	*Nil*	..	65	63	96·9			
One room	58	58	100	„	11	19·0	47	22	37·9	36	„	..	58	56	96·6			
Two rooms	7	7	100	..	..	..	7	..	..	7	„	..	7	7	100			

None of the dwellings in each of the two categories had courtyards or any subsidiary rooms, other than habitable rooms. In employers' quarters, no verandahs at all were provided. Of one-room private dwellings, one only had a verandah. The remaining 7 two-room dwellings, however, had this amenity in each case. On the other hand, not one among the private dwellings had kitchens. The percentage of employers' houses without kitchens was 46.2. This means that the great majority of occupants of the dwellings surveyed had to do their cooking, in the absence of courtyards and verandahs, in most cases in their living rooms.

Another important and essential amenity, which is conspicuous by its absence in *all* dwellings, is the bath-room. Latrines, however, were found to exist in all houses. But in every case they were used in common. Not one house had an independent latrine. The position with regard to water supply was the same. In respect of lighting, 87.4 per cent. of employers' houses had electricity laid in them as compared with 33.8 per cent. of private houses. In point of ventilation, the great majority of dwellings of both categories have been returned as satisfactory in this respect. But, with regard to drainage, only employers' houses had satisfactory arrangements.

Thus, it is only in the provision of kitchens, electricity, drainage and a gymnasium attached to one of the blocks that employers' houses were superior to private houses. In respect of other amenities they are at par with others.

PART III.

CALCUTTA.

Bengal Province.

LABOUR CONDITIONS IN TRAMWAYS.

Employment.

The Calcutta Tramway Company provides employment for a large number of workers, both skilled and unskilled, in all its departments of which the main three are :—

(1) Traffic,
(2) Engineering,
(3) Permanent way and overhead cable.

The following table shows the number of men employed at the time of investigation in each of the above 3 departments :—

TABLE XLI

Department.	Total number of hands employed.	Percentage to total.
Traffic	4,304	58·4
Engineering	2,321	31·5
Permanent way and overhead cable	748	10·1
Total ..	7,373	100

It will be noticed that the Traffic section employs more than half and the Engineering section almost one-third of the total labour force in the three above-mentioned departments of the Company.

The level of employment changed after the outbreak of war. The extension of lines to newly developed areas in the city could not be proceeded with on a large scale owing to the shortage of materials and the priority given

by Government to war requirements in respect of cables, rails, etc. Petrol rationing, diminution in the number of buses as a result of requisitioning for A.R.P. Military work and the phenomenal increase in the population (both civil and military) of the city in the last 2 or 3 years, have imposed a heavy strain on the tramway service by increasing the volume of passengers. Thus, an enlarged demand for transport necessitated the employment of more hands, particularly in the traffic section.

Absenteeism among conductors and drivers was on the increase as a result of the increased volume of work after the outbreak of war and this forced the Company to employ and to maintain a reserve force in excess of normal requirements to maintain the usual service. From comparative figures supplied by the Company, it has been found that for 3 months in 1939 the average number of conductors employed per month was 1,292 whereas the average number of conductors employed per month in 1944 was 2,307, which shows an increase of 79 percent. The number of drivers has risen from 706 in 1941 to 953 in 1944, i.e., by 35 per cent. In ordinary times, the Company employed 18 percent of drivers and 22 percent of conductors in excess of normal requirements to maintain their service ; but the present emergency has forced them to keep 40 percent of drivers and 50 percent of conductors in reserve. The increase in employment figures in the Traffic Section is confined mainly to these two categories of workers.

There has not been any substantial increase in employment in the Engineering Section since the outbreak of war, as the number of cars has not increased. On the other hand, the Engineering Section has been depleted of some of its staff by military work and firms offering higher wages.

Frequent repairing of lines as a result of heavy traffic and absence of renewal has necessitated the employment of more coolies and masons in recent years in the Permanent Way Department.

The increase in the volume of employment in the different departments of the Company appears however to be of a permanent nature, as there is bound to be an expansion of the tramway system in the post-war period. One remarkable feature about employment in the Company is that in none of the departments are women, children or contract labour employed.

Time-rated and Piece-rated Workers.—In none of the departments are men employed on piece-rate wages. The employers are of opinion that they have found time-rated payment to be satisfactory in the moulding shop at the Nonopukur Workshop. Workers also prefer time-rate to piece-rate payment.

Length of Service.—Full details regarding the length of service of operatives in the different sections of the concern are not available. The Company maintains service records, though not so systematically as to provide the necessary statistical information. On the whole, it may be said that workers do not leave employment frequently. Among the Traffic staff, there are a large number who have a fairly long service to their credit. These men started from the lowest grade and were promoted to the highest.

Permanent and Temporary Workers.—Workers are classified into permanent and temporary categories. The majority of the workers are considered as permanent. Temporary hands are employed for special jobs or for general assistance when the work is heavy. In the Traffic Section, though there is some sort of classification of workers into ' permanent ' and ' temporary ', the line of demarcation is not very distinct. The only difference that exists is in respect of the ' Senior ' and the ' Junior ' group. The Senior group is termed " permanent duty men ' and the other group as ' reserve duty men '. The system is that a man, after passing from the training school, is taken in as a

' reserve duty man '. After a period of about 12 to 14 consecutive months' service, he is promoted as ' permanent duty man ', but there is no distinction between these categories of workers regarding leave and other privileges, including the supply of cheap foodstuffs. The ' permanent service men ', in addition to these privileges, have a certain security of service, subject to 7 days' notice or pay in lieu thereof at the time of dismissal.

Table XLII gives the number and percentage of ' permanent ' and ' temporary ' hands under the three departments of the Company.

TABLE XLII

Showing permament and temporary workers.

Department.		Permanent	Temporary	Total
Traffic	Number	4,160	144	4,304
	Percentage	96·65	3·35	100·00
Engineering	Number	1,914	469	2,383
	Percentage	80·32	19·68	100·00
Permanent way and Overhead cable	Number	193	657	850
	Percentage	22·71	77·29	100·00
Total ..	Number	6,267	1,270	7,537
	Percentage	83·15	16·85	100·0

Apprentice drivers and conductors are given an allowance of 4 annas and supervisory posts. In the Traffic Section, the drivers and conductors have to undergo a period of training before they are employed as ' reserve duty men '. The training period for drivers is about 3 months. In the case of conductors it is about 15 to 20 days which vary according to the intelligence and aptitude of the individuals. The training period for conductors was previously 4 to 6 weeks. At present, it has been reduced because ' exchange ', ' all-sections ' and other types of tickets are no longer issued and this has simplified the conductors' job and their training period has been consequently curtailed. There is a training school which imparts both theoretical and practical training necessary for drivers and conductors.

Apprentice drivers and conductors are given an allowance of 4 annas per day. This allowance is given in the nature of an advance and is deducted from the salary in easy instalments of Rs. 2|- per month after the trainee is appointed. The Company loses this amount if he is declared unsuitable. In the Engineering Section, three categories of apprentices—A class, B class and C class—are taken in.

' A ' Class Apprentices —' A ' Class apprentices are Engineering Students from different institutions with 1, 2 or 3 years' study to their credit. All ' A ' Class apprentices are placed on the wage sheets and have to record their time of arrival and departure at the works. In the event of absence, a proportionate amount is deducted from the pay of the trainee unless, in the opinion of works engineer, there is a sufficiently good reason for it. These student apprentices are taken in on a flat rate of Rs. 22|- per month on the following conditions :—

(1) An apprentice is subject to the training and discipline of engineers and other officers under whom he may be placed from time to time.

(2) The work to which he might be posted from time to time depends entirely at the discretion of the Company (Students are expected to do any type of work which is essential to the upkeep and maintenance of an engineering works or training system).

(3) The company accepts no responsibility for any accident that may befall an apprentice during the course of his training. Neither does it offer any guarantee of employment after the period of training is over.

Generally 8 'A' Class (student) apprentices are taken every year. Out of these, two are from the Bengal Engineering College and three each from the Benares Engineering College and the Calcutta Engineering College.

'B' Class apprentices.—'B' Class apprentices are selected from among the Anglo-Indians or Indians, the former being generally given preference over the latter. The total number to be filled by the Works Engineers does not exceed ten. Two more posts are reserved for the nominees of the Agents of the Company. The candidates must be educated up to a standard equivalent to the Board of Apprenticeship Training Examination or the Entrance Examination of the Calcutta Technical School. The age limits are 16 and 19 years. On being selected, the apprentices have to attend the Technical School for 5 years. The Company pays their tuition fees but books, instruments, etc., are provided by the individuals themselves. They have to observe all the Company's rules as regards time keeping, behaviour and general discipline and are paid as under during the period of apprenticeship :—

TABLE XLIII.

Year.	Pay per month in Rupees.
1st	12
2nd	15
3rd	19
4th	23
5th	26

'C' Class apprentices.—The relatives of persons already in the employ of the Company and some others are taken in this class. They are mostly illiterate, the maximum number being 10 at any one time. They are trained in one particular department only as fitters, wiremen, turners, etc., and the period of apprenticeship covers a period of 5 years. Like the other 2 classes of apprentices, they are also put on the wage sheets and their rates of allowance are as follows :—

TABLE XLIV.

Year.	Allowance per month in Rupees.
1st	12
2nd	14
3rd	16
4th	18
5th	20

It seems that the period of training for this class is unnecessarily long. It could be conveniently shortened to afford workers an early opportunity of earning higher wages. Of late, no apprentices have been taken in as the present number is far in excess of the requirements of the Company.

There is no scheme for training in the Permanent Way Department. In none of the Departments is apprenticeship period counted towards the total period of service.

Traffic Section.—The Traffic Staff is divided into several grades. Promotion from a lower to a higher grade is given, if and when vacancies occur. The following tables show the different grades and the time-scale payment for each category.

TABLE XLV.

Salaried staff (excluding clerks, stenographers and other ministerial workers).

Occupation.	Grade.
	Rs.
Traffic Inspectors	125—6—167
District Inspectors	75—5—115
Head Starters	75—5—115

TABLE XLVI.

Wages Staff

Occupation	Grade II Rs.	Grade I Rs.	Special Grade Rs.
Ticket Inspectors	45—1½—57	57—2—65	..
Starters	45—1½—57	57—2—65	..
Time-keepers	40—1—44	..	..
Jamadars	40—1—44	45—1½—57	57—2—65

Conductors and drivers.—The basic scale of pay for drivers and conductors was revised on the 1st June 1939 and the present scale of pay is given below along with the scale prior to the revision :—

TABLE XLVII

Year of service.	Old rates	Revised rates (since 1-6-39).
	Rs.	Rs.
1	24	24
2	25	25
3	26	26
4	26	26
5	26	26
6	27	27
7	27	27
8	28	28
9	28	28
10	28	30
11	30	30
12	30	32
13	30	32
14	30	34
15	30	34
16	35	36
17	35	36
18	35	38
19	35	38
20 and onwards	35	40

It is apparent that the benefit of the revised rates of pay has been extended only to workers who have put in 10 or more than 10 years of service.

In the traffic section, promotion is given on merit and efficiency alone. After 7 or 8 years of service, conductors are generally promoted to the rank of Inspectors as and when vacancies occur. Drivers are promoted as jamadars in the same way. In all cases, Traffic workers (excluding menials) are employed at the lowest grades (as conductors and drivers) and are promoted to higher grades according to their merit, the number of vacancies permitting. The grades and time scale of payment for the rest of the Traffic (menial) staff are given below :—

TABLE XLVIII.

Occupation.	Grade.
	Rs.
Flagmen	17½—½—20
Pointsmen	16½ (fixed pay)
Car cleaners, etc.	15 (fixed pay).

TABLE XLIX.

Occupation.	Grade II.	Grade I.	Special Grade.
	Rs.	Rs.	Rs.
Darwans	20—½—25	26—1—32	
Peons	17½—½—24½	25—½—30	30—1—35
Tailors	20—½—25	26—½—30	
Cobblers	20—½—24	25—½—29	

Car Cleaners receive Rs. 15 per month and are in due course promoted to the rank of pointsmen and afterwards to that of flagmen. Flagmen and pointsmen are not directly recruited.

Engineering Section.—Like the Traffic Section, all men in the Engineering Section are graded and receive regular yearly increments. Promotion depends on merit and vacancies. Below are given two tables showing the different grades in this Department :—

TABLE L(a).

Occupation.	Grade V.	Grade IV	Grade III.	Grade II.	Grade I.	Special Grade
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Skilled workmen. ..	20—1—24	25—1—29	30—1—34	35—1—39	40—2—50	..
Crane Drivers ..	20—1—30	..	..	..	..	..
Lorry and Van Drivers.	..	..	30—1—34	36—1—39	40—2—50	..

TABLE L (b).

Unskilled Workmen.

Head Khalasis	..	..	..	..	26—1—35
Khalasis	..	15—½—18	18—½—25	..	
Scrappers	..	15—½—18	18—½—25	..	
Hammermen	..	18—½—20	20—1—25	..	
Coolies, Sweepers, Trolleymen, Pointsmen.	..	..	..	15—½—18	..
Sirdars	..	..	..	18—½—25	..
Dak Jamadars, Darwans.	..	..	20—½—25	26—1—32	34—1½—40
Peons	..	..	17—½—24½	25—½—30	..
Daftries	..	..	20—½—30	31—1—45	..
Asstt. Sirdars	..	..	..	16—½—22	..
Car cleaners	..	..	.	15	
Lampmen, Greasers.	..	..	..	15—½—18	

In considering the rates paid in the Engineering Section, it must be borne in mind that the Company's workshops are run for the maintenance and repair of vehicles and that the operatives are not required to be so highly skilled as in other engineering firms. The percentage of higher paid men is therefore smaller in the Tramways Engineering Department than in that of most of the other workshops. Very many of the skilled workers in this section can be compared to the semi-skilled type of operatives in the bigger engineering firms.

Permanent Way Department.—In the Permanent Way Department, the percentage of higher paid labour is insignificant. All grades, excepting those of the coolies, are within the limits of Rs. 17½ to Rs. 100 per month ; a major portion being within the limit of Rs. 50 per month. The following table gives the different grades of some of the skilled and unskilled workers in this department :—

TABLE LI.

Occupations.	Grade V.	Grade IV	Grade III.	Grade II.	Grade I.
SKILLED WORKERS—	Rs.	Rs.	Rs.	Rs.	Rs.
Welders	..	..	..	40—2—64	64—3—100
Mechanical Mistries	20—1—24	25—1—29	30—1—34	35—1—39	40—2—50
UNSKILLED WORKERS—					
Points Mistries, Steam Roller Steermen, Motor Lorry Cleaners, Greasers.	..	..	..	..	17—½—19
Sirdars, Points Coolies, Sweepers	..	..	..	..	15—½—18
Darwans and highling guards ..	..	..	..	20—½—25	26—1—32
Peons	..	..	..	..	17½—½—24

The majority of workers in the Permanent Way Department consist of coolies and their grades are as below :—

TABLE LII.

Years of service.	Rate of pay (Rs.) per month
0—1 year	15
1—3 years	15/4
3—5 „	15/8
5—7 „	15/12
7—9 „	16
9—11 „	16/4
11—12 „	16/8
12—13 „	16/12
13—14 „	17
14—15 „	17/4
15—16 „	17/8
16—17 „	17/12
Over 17 years	18

From the first to the 11th year of service, there is a biennial increment of annas 4 only—a very unsatisfactory situation indeed.

Overhead and Cable Department —The grades of operatives in the Overhead and Cable Department are as follows :—

TABLE LIII.

Occupation.	Grade V.	Grade IV.	Grade III.	Grade II.	Grade I.	Special Grade.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Skilled workmen ..	20—1—24	25—1—29	30—1—34	20—½—25	35—1—39	40—2—50
Unskilled workmen.						
Overhead and Telephone khalasis		Rs. 19 fixed pay.				
Cable and Ple Khalasis	..	..	..	..	10½—½—19	
Sweepers	..	..	..	..	15—½—18	
Darwans	..	..	..	..	26—1—32	

From these tables it is seen that, in some occupations, there is time-scale increment as well as promotion to higher grades. On the other hand, for certain occupations, there is only provision for time-scale increment but no promotion to higher grades. The difference between the two systems should be noted. Promotion from a lower grade to an upper grade depends not only on the skill and efficiency of a worker but also on the number of vacancies in the latter. The case of unskilled labourers is different. Some of them have graded scales of pay. It is reported that, in their case, chances of promotion are always remote, but generally speaking they come mainly under time-scale payment.

Labour Turnover.

In normal times, labour turnover in the Tramway Company was not high, although exact statistical information on the subject is not available. It is stated that the cases of dismissals in all the sections of the company are generally rare. Workers struck off the rolls of Company are those who retire or leave the firm voluntarily to seek more lucrative jobs elsewhere. There was a large turnover in 1942 in the Traffic Section due to employees' departure from the city to escape bombing. This brought in a large number of new men in the lower grades.

Absenteeism.

It is stated by the management that a large number of workers are normally absent after pay day, festivals and Sundays. During the monsoon, absenteeism figure shows a real increase owing to sickness. At present, fatigue as a result of heavy pressure of work in the traffic section is one of the causes, mainly among the ranks of conductors.

Newly appointed Bengali conductors are habitual absentees. The principal cause seems to be the low standard of health and vitality and high incidence of malaria. Another cause is the aversion of this type of worker to

continuous work which is professedly of an exhausting nature. Absenteeism is not so high among the drivers, because they are generally recruited from Upper India and possess better physique.

Epidemics such as malaria, small pox and other ailments explain, to some extent, the recent rise in absenteeism. Last year absenteeism was at its highest due to malaria. It has already been noted that this has compelled this Company to maintain a reserve staff in excess of normal requirements in the traffic section. The following table shows the extent of absenteeism among drivers and conductors in May 1944 :—

TABLE LIV.

Conductors.

Section.	4 days.	5/6 days.	7 days.	8/14 days	15/20 days.	21/31 days.	Total	Number of men on register.
Kalighat	1	13	6	23	9	15	67	397
Rajabazar	3	16	10	40	17	47	133	544
Northern	..	12	13	38	10	30	103	534
Howrah	..	..	..	1	..	8	9	101
Ballygunge	..	9	4	24	9	23	69	293
Park Circus	..	9	..	22	18	28	84	303
Kidderpore	1	5	1	9	4	8	28	184
Total ..	5	64	41	157	67	159	493	2,356

Drivers.

Section.	4 days.	5/6 days.	7 days.	8/14 days	15/20 days.	21/31 days.	Total	Number of men on register.
Kalighat	1	2	3	3	2	7	18	147
Rajabazar	1	3	2	4	6	8	24	196
Northern	1	6	..	9	5	5	26	219
Howrah	..	..	..	2	2	1	5	68
Ballygunge	..	1	..	5	..	2	8	97
Park Circus	..	3	4	9	3	7	26	147
Kidderpore	..	1	1	5	1	5	13	81
Total ..	3	16	10	37	19	35	120	955

In the Engineering Section of the Company this does not present such an acute problem. This will be seen from the table below :—

TABLE LV.

Period.	Total number of mandays.	Total number of mandays lost due to causes other than sickness.	Total number of mandays lost due to sickness.
April	24,197	824	725
May	29,017	1,324	1,198
June	26,310	1,213	930
Total ..	79,524	2,361	2,853

It is reported that a good many workers in the workshop live in the outskirts of the city and have to travel anything upto five miles on foot before getting a tram at Behala or Tollygunge. The absence of suitable housing, long distance from place of work and, to a certain extent, longer hours of work are some of the principal causes of absenteeism among them.

Figures are not available regarding absenteeism in the other two sections, *viz.*, Permanent Way and Overhead Cable Departments, but it is reported that it is not very high.

Recruitment.

Traffic Section.—Normally, recruitment in the Traffic Department is made by reference to a waiting list of applications which are generally in excess of the required number of vacancies. An applicant to be selected must conform to the standard of physique and education laid down by the Company for the posts in question. Drivers are recruited from illiterate non-Bengali workers belonging to upper India. Literate men are taken in for the posts of conductors. Appointments are finally made by the Traffic Manager after a proper medical examination. The following are the requisite qualifications required for drivers and conductors in the Traffic Section :—

Age ..	21—30 years.
Height (Driver) ..	Minimum of 5 ft.—5 inc.
Conductors ..	5 ft. 4 inc.
Chest—minimum ..	30 inc.
Weight—minimum ..	115 lbs.
Eyesight ..	Must be normal.
General Health ..	Must be very good, should be free from any disease and physical disability and fit for active outdoor work.
Education ..	A fair knowledge in English and quick in calculations (for conductors generally).
Habit	Strictly temperate.

If a candidate conforms to these requirements he is selected, and, after training, taken in as a 'reserve service man'. In the higher grades of the Traffic Section, no direct recruitment is *usually* made. Whenever there is any vacancy in a higher grade, the seniormost man in the lower grade is generally promoted, provided he is efficient.

Engineering Section.—In the Engineering Section recruitment is made directly, preference being shown to the dependants of reliable workers. The Works Manager is the final authority in selecting candidates for appointments in this department.

Permanent Way and Overhead Cable Departments.—In these two departments the system of recruiting skilled labourers is the same as in the Engineering Section, but unskilled labourers, it is reported, are recruited through chargemen, *sirdars,* etc.

It is significant, that, though the Company maintains a labour officer, he does not play any part in the recruitment of operatives.

Labour officer.

There is a labour officer to look into the grievances of the operatives, but it is reported that the part he plays is limited in its scope. The Manager in the Traffic Section and the Chief Engineer in the other three Sections are the final authorities to whom appeals can be made regarding fines for negligence, deductions from pay, etc. The labour officer is not consulted in such matters and he has, as far as could be ascertained, no authority to enquire into them. Nor can he take any initiative in recruitment, welfare work and conciliation.

Wages and earnings.

The Tramway Company did not supply wage data in the form appended with the *ad hoc* questionnaire, as the wage census was already completed in their case. It is not, therefore, possible to give the average basic wages and earnings of the different classes of workers in the various departments of the Company for a particular wage period. The wage rates and the scale of increment for different classes of workers have already been referred to. There has been no change since 1939 in the basic rates of wages of workers on the highest and in the medium grades in the three principal sections of the Company. Changes in the basic rates have been made only in the case of unskilled operatives such as sweepers, cleaners, etc. This change was necessitated to secure an adequate supply of labour which fell far short of demand with the outbreak of War. In the Traffic Section, the scales of pay of Conductors and Drivers were revised in the middle of 1939 and these rates are still in force. It has been reported that the average monthly earnings of conductors in March, April and May 1939 was Rs. 28.76. The corresponding figure in 1944 was Rs. 20.24. This drop in the earnings has been explained by the management as due to increased absenteeism among the conductors and to a big turnover in staff due to bombing and discharges at that time owing to lack of discipline, dishonesty, etc., which brought in a large number of men on the lower grades and consequently reduced the average earnings. As already stated, the wages of unskilled operatives especially in the Engineering Section have increased in comparison with 1939. It has been found that the rates of wages of the skilled operatives in the Engineering Section of the Tramway Company are generally lower than those of similar occupations in the bigger engineering firms, evidently because the Company's workshop is required to maintain the cars in running condition which involves only minor repairs and a very high degree of skill is not, there-

fore, required as in the engineering concerns of the manufacturing type. The average earnings in the Permanent Way Department are the lowest as most of the workers in this Section are unskilled. The remarkable feature about the Overhead Cable Department is that overtime allowances comprise the bulk of earnings. Owing to the vital importance of the services of these men, their presence in the department is required at certain intervals during both day and night. As their services are only requisitioned in case of breakdown of overhead cable, which is purely accidental, a man attending the depot on an eight hour shift may not have to do any actual work for the greater part of the shift. For the intermittent work, men in this section are always willing to overstay their scheduled hours. Thus, an employee in this section is eager to do more than one shift in order to earn extra pay. Both skilled and unskilled workers in this section earn Rs. 35|- to Rs. 40|- higher than their basic wages and average wages are therefore fairly high. In all sections of the concern, 7 days' wages are given for 6 days' work. All the workers are monthly rated, only extra hands according to exigencies are appointed on daily rates in the Permanent Way Department.

There is no one fixed principle of wage determination followed by the Company. Prevalent rates of wages for similar work in the neighbouring area and the monopolistic position of this type of transport have some bearing on the fixation of rates of wages. These are also influenced by the workers' previous experience and training conforming to the prescribed standard laid down by the Company.

A dearness allowance has been given to workers to offset partially the increased cost of living after the outbreak of the war. Dearness allowance was first introduced in March 1942 and since then has been changed, mostly as a result of workers' demands. Up to the middle of 1944, workers and other staff getting monthly salary upto Rs. 200|- were given dearness allowance at the flat rate of Rs. 10|- per mouth. Since then, the scale of dearness allowance has been increased to Rs. 16|- per month.

Bonus and Other Benefits.—Before 1943, it was the custom with the Company to give an advance of half a month's pay to employees at the time of Durga Puja, 'Id and Christmas. This was recoverable in 2 instalments. In 1943, an advance equivalent to 3|4th of the monthly wages was given to all workers and was recovered in 10 instalments. Besides, in 1943 and 1944, the entire staff received a bonus equivalent to one month's basic pay. Dearness allowance is temporary and will be discontinued after the restoration of normal conditions. The payment of bonus cannot also be said to be a long term feature as it depends absolutely on the discretion of the management and there is no fixed month or period for its payment.

Overtime.—In the Traffic Section, overtime is worked according to exigencies and, though it is not compulsory, it is unavoidable in some cases owing to the system of rotation of duties. Overtime here is calculated in a manner different from that laid down in the Factories Act. Workers receive an overtime allowance equivalent to 1|4 day's pay for any work upto 2 hours over 7 hours and 15 minutes, which is reckoned as platform duty (In an 8 hour shift, 45 minutes are allowed for the return of bags, cash, etc., and the remaining 7 hours 15 minutes are allotted for platform work, i.e., work when a tram car is on the way). An extra 1|2 day's pay is given for any work done upto 2 to 4 hours beyond the platform duty. It is reported that about 60 to 70 percent of the operatives in the Traffic Section get 1|4 of pay for working overtime for less than 1|2 hour's duty.

The following table shows the actual number of hours worked by drivers and conductors on three normal days in June 1944 :—

TABLE LVI

	5-5½ hours.	5½-6 hours.	6-6½ hours.	6½-7 hours.	7-7½ hours.	7½-8 hours.	8-8½ hours.	8½-9 hours.	9-9½ hours.
In straight duties	49	227	345	377	381	292	94	30	6
In shift duties ...	37	86	83	57	35	28	15	6	2
Line conductors	36	..	..	887	..	..	..	..	..
Total ..	122	313	428	1,321	416	320	109	36	8
Percentage of workers putting in	4·0	10·2	13·9	43·0	13·5	10·4	3·5	1·2	0·3

Fine Fund.—A fine fund is maintained by the Company. My enquiry revealed that the rate of fine in the workshops is in accordance with the provision of the Payment of Wages Act. In Traffic Section, however, the Payment of Wages Act is not strictly followed as, according to the management, this Section does not come under it. It is, however, maintained that a reasonable view is taken at the time of fining. Fines are generally imposed for breach of discipline, late attendance, etc., by departmental supervisors. Workers fined have the right of appeal to higher authorities, such as Traffic Manager in the Traffic Section and Chief Engineer in the factory. It has been reported that fines were imposed on the conductors when they refused to work overtime (extra trips over 8 hours). These refusals are usually on the ground that 8 hours' work in overcrowded trams produces a considerable amount of exhaustion and renders them unfit for further work. The fine fund is utilised entirely for the benefit of the employees in providing sports and social amenities and grants in times of difficulty due to sickness and other causes. Grants are also made from this fund for religious festivals held from time to time at the different depots of the Company.

Analysis of basic wages—From the data collected from the pay rolls of the Calcutta Tramways Corporation, it has been possible to show in the following table the frequency distribution of workers in the principal occupations in specified groups of monthly basic wages earned by them. The principal occupations cover mainly traffic duty staff and unskilled labour. Engineering staff has not been included. The table covers 4,968 workers out of a total of about 7,300 or just over 68 per cent. of the total and relates to the month of January 1944 :—

* 1. No pay is deducted when duties happen to fall below 7-15 minutes (Platform).

2. Duties rotate.

3. For 1 minute over 7-15 platform duty hours, a man is given a quarter extra (of a day's pay.)

TABLE LVII.

Frequency Distribution of workers in specified groups of monthly basic wages.

Occupation.	Number of workers in principal occupations whose monthly basic wages were.											
	Below Rs. 15.	Rs. 15 & upto Rs. 19.	Rs. 19 & upto Rs. 23.	Rs. 23 & upto Rs. 27.	Rs. 27 & upto Rs. 31.	Rs. 31 & upto Rs. 35.	Rs. 35 & upto Rs. 40.	Rs. 40 & upto Rs. 45.	Rs. 45 & upto Rs. 50.	Rs. 50 & upto Rs. 60.	Rs. 60 and over.	Total.
Drivers	..	..	..	608	158	75	47	29	..	1	..	918
Conductors ..	..	..	..	1,546	270	72	132	62	..	..	..	2,082
Car Cleaners ..	1	500	..	..	..	..	..	..	..	..	..	501
Starters	..	..	..	..	..	..	..	..	33	31	22	86
Time Keepers ..	..	..	..	..	..	..	..	66	..	..	..	66
Ticket Inspectors ..	..	..	..	..	..	..	..	..	118	57	5	180
Painters	..	150	14	12	10	12	9	2	..	1	..	210
Khalasis	..	146	47	3	3	1	..	..	..	..	..	200
Coolies	..	725	..	..	..	..	..	..	..	..	..	725
Total	1	1,521	61	2,169	441	160	188	159	151	90	27	4,968
Percentage of total in each group.	..	30·6	1·2	43·7	8·9	3·2	3·8	3·2	3·0	1·8	0·6	100

For workers in the principal occupations indicated in the table, the modal group of monthly basic wages was ' Rs. 23 and upto Rs. 27 '. This is the modal group also for drivers and conductors. The modal wage group for car cleaners, painters, *Khalasis* and coolies was lower at ' Rs. 15 and upto Rs. 19.' Out of 4,968 workers, 84.4 per cent. had their basic wages between ' Rs. 15 and upto Rs. 31 ' per month, i.e., As. 8 to Re. 1 per day.

Items other than basic wages, which constituted net cash earnings were dearness allowance, overtime pay and attendance bonus. These are naturally variable factors. Pay for overtime work and bonus for good attendance were earned almost generally by drivers and conductors. In other occupations these were earned spasmodically. But, on the whole, overtime pay was more general than attendance bonus.

Dearness allowance was paid in all the occupations at a flat rate of Rs. 16 per month for full attendance after the middle of 1944. It would thus appear that 84.4 per cent. of the employees in the selected occupations were earning between Rs. 15 and Rs. 31 per month by way of basic wages and a minimum of (i.e., excluding overtime pay and attendance bonus) between Rs. 31 and upto Rs. 47 by way of net cash earnings, *for full month's work.*

Wage period.—The wage period is usually a month in all departments and all wages are paid before the 10th of the subsequent month. Whenever required, advances against wages are given to those in difficulty and the balance is paid at the time of the monthly payment.

Closed days and other holidays.—In the Traffic Section there are no fixed rest days, due to the essential nature of the service. The workers are however allowed a rest day with pay if they work for six days. If they work on the 7th day, they receive an extra day's pay. The workers generally select the rest day according to their convenience. In the Engineering and other sections, Saturdays are half working days and Sundays are the weekly closed days.

Leave.—Provision for privilege leave has been made for the Traffic Staff of the Company. In this department, privilege leave in the course of the year is granted in the following manner :—

(a) Men with less than 5 years' service	14 days.
(b) Men with more than 5 years' but less than 15 years' service	21 days.
(c) Men with more than 15 years' service	30 days.

In addition to privilege leave, medical leave is granted upto a maximum of 10 days a year. Those who do not avail themselves of this leave or any part of it receive wages in lieu thereof. In addition, one month's leave without pay is granted to all the operatives in the Traffic Section. In the Engineering, Overhead Cable and Permanent Way Departments, 12 holidays with pay in a year are granted to the employees, the holidays coinciding with the gazetted holidays—4 on account of Hindu festivals, 4 for Muslim festivals and 4 for Christian festivals. Coolies and other unskilled operatives in this section are allowed holidays without pay for two months or more in the year, if required. Skilled workers are granted only 20 days' leave without pay.

Other concessions.—Benefits in the form of cheap foodstuffs, medical facilities and free conveyance are given to workers in the concern. The tables that follow give the items of foodstuffs supplied to workers with or without dependants, together with their prices and quantity allowed—

TABLE-LVIII (a)

Giving comparative statement of foodstuffs issued to employees without dependants.

Commodities.	Quantity issued per	Selling price per issue. (Rs.)	Cost price per issue. (Rs.)	Benefit in terms of cash per week per issue. (Rs.)
Rice	2½ seers.	0 8 0	1 0 3	0 8 3
Atta	1½ „	0 4 10½	0 7 6	0 2 7½
Dal	2 „	0 5 0	1 0 6	0 11 6
Mustard Oil	½ „	0 3 3	0 11 0	0 7 9
Sugar	½ „	0 1 9	0 1 9	(controlled rate)
Salt	⅛ „	0 0 9	0 1 3	0 0 6
Chillies	⅛ „	0 0 9	0 1 9	0 1 0
Haldi	⅛ „	0 0 6	0 1 0	0 0 6
Total ..		1 8 10½	3 9 0	2 0 1½

TABLE LVIII (b)

Showing foodstuffs issued to employees with one dependant.

Commodities.	Quantity issued per week.	Selling price per issue. (Rs.)	Cost price per issue. (Rs.)	Benefit in terms of cash per week per issue. (Rs.)
Rice	5 seers.	1 0 0	2 0 6	1 0 6
Atta	3 „	0 9 9	0 15 0	0 5 3
Dal	2 „	0 5 0	1 0 6	0 11 6
Oil	½ „	0 3 3	0 11 0	0 7 9
Sugar	½ „	0 3 6	0 3 6	0 0 0
Salt	½ „	0 0 9	0 1 3	0 0 6
Chillies	⅛ „	0 0 9	0 1 9	0 1 0
Haldi	⅛ „	0 0 6	0 1 0	0 0 6
Total ..		2 7 6	5 2 6	2 11 0

These tables show that the weekly benefit to employees without any dependants is Rs. 2-0-1½ which amounts to Rs. 8-10-2 per month, taking a month to be equivalent to 4.3 weeks. The weekly benefit to employees with one dependant is slightly higher. It is Rs. 2-11-0 or Rs. 11-8-11 per month. In case workers do not register their dependants' cards in the Company's shop, a cash compensation is given to them in lieu thereof.

Canteens.

There is no provision for canteens in the depots of the Company. There is, however, one small canteen in the Nonapukur workshop. This is managed and run by one of the senior employees. Tea is supplied at the rate of half an anna per cup and *parathas, malpuries*, etc., are supplied at a rate cheaper than that of the market. On an average, the daily scale of tea amounts to 133 cups. This is not very encouraging, considering the large number of workers employed in the workshops. The need for canteens to supply cheap refreshments, especially at the present time of scarcity and high prices, can hardly be overstressed. The Company are opposed to the idea as they think that they will have to incur some loss and shoulder additional responsibilities. Some years ago, canteens were established at Kalighat and Kidderpore Depots. These were run by contractors under the supervision of the Company but they were

later closed down. The Indian Tea Association started a tea stall in Nonapukur works, but it was not at all popular and was consequently closed down. On a close scrutiny of the situation, I find that quality and cost are the main consideration with workers and that no scheme is likely to succeed unless it places the canteen materials within their easy reach.

Free Uniforms.

The Company supplies free uniforms to most of its employees. In the Traffic Section, when a man joins the service he is issued 2 free uniforms and one uniform thereafter every sixth month. A pair of shoes is given at the time of joining and afterwards re-issued at intervals of 7 months. Warm overcoats are also supplied to drivers, conductors and inspectors. Drivers are in addition given a rain-proof coat. Uniforms are washed at the expense of the Company. The cost of clothing to the Company in 1943 was Rs. 1,54,326. In the Overhead Section, menials are supplied with coats, shirts and shoes.

Housing.

It is unfortunate to note that the Company has not made any permanent and adequate arrangements for housing its workers. It was only after the bombing of the city by the Japanese that it was forced to make a temporary provision for housing only a limited number of drivers and conductors, with a view to preventing the depletion of the Traffic Staff and to maintaining their normal tram service. Upto the present time the Company has rented 13 large buildings in the city and housed nerely 630 of their staff which is a very small proportion. A monthly rent of Rs. 3|- each is charged. The Company, on the other hand, pays Rs. 6|- to Rs. 7|- per head per month for the quarters. To facilitate messing arrangements, the services of a number of wholetime cooks are made available free of cost. Lights, cots and a few pieces of furniture are also supplied free. These housing facilities, which are apparently too inadequate, have been admitted by the management to be purely a temporary feature and will be withdrawn as soon as circumstances permit. The other workers usually live in rented houses and *bustees* scattered all over the city. In many cases it has been found that they have to travel distances up to 5 miles before they can board a car.

Medical Facilities.

Medical facilities granted to the operatives in the Tramway Company are fairly satisfactory. Two dispensaries under the charge of four qualified doctors are maintained. Figures are not available as to the average number of patients treated daily in these dispensaries. Medicines are distributed free and four ' free beds ' in the various hospitals in Calcutta are provided for in-patients from among the Company's employees.

Working Conditions

In the Traffic Section tram cars are available to the public from 5 a.m. to 12 midnight. These 19 hours are divided into 3 shifts. Two of these shifts—morning and evening shifts—are straight and continuous without any break. The third shift which may be called 'office car shift' is of the split type. This applies only to inspectors, checkers, jamadars, and other senior traffic staff and sometimes to conductors and drivers. The interval between the two parts of this split type is 4 hours. Duties are allotted according to a system of rotation. Thus, the duty time for an individual changes every week. Working

hours in the Engineering Section are 8 a.m. to 5 p.m. with ½ hour interval on week-days for tiffin and 8 a.m. to 1-30 p.m. an Saturdays. There is an 8-hour continuous shift in the Overhead Cable and Permanent Way Sections.

There are five sheds, constituting the workshop of the company. Four sheds have roofs of corrugated iron sheets and the remaining one has a concrete roof. Three sheds have three sides of stone walls and one side is open. The remaining two sheds have got walls of tin sheets. Ventilation and lighting are adequate. Heights of the sheds vary from 20 ft. to 40 ft., and there is no congestion inside. All the sheds have large skylights in addition to sufficient arrangements for artificial lighting. Table LIX gives details of each of the five sheds :—

TABLE LIX.

Sheds.	Size.	Walls.	Roofs.
1. Saw Mills	Length. Breadth Height 220′ × 260′ × 20′	On three sides pucca.	Corrugated sheets.
2. Blacksmith & foundry	60′ × 260′ × 35′	Do.	,,
3. Machineshop & Air break	230′ × 90′ × 35′	Do.	,,
4. Electric Deptt. ...	60′ × 180′ × 40′	Three sides of iron sheets.	,,
5. Overhauling & Wheel shop.	230′ × 100′ × 35′	Do.	Concrete.

In the absence of any shelter, many of the workers buy things from stalls or hawkers outside the factory gate and consume them in very dirty and insanitary surroundings. The management state that the lack of space has stood in their way of building rest shelters for workers.

Drinking Water, Latrines and other facilities.

In the workshop, there are 10 taps for supply of drinking water and 15 taps for washing purposes. There are also provisions for the supply of cool water. There are 26 latrines and 12 urinals. The latrines are cleaned once a day and were found to be kept in a more satisfactory and hygenic state than those of several other industrial concerns. Considering the number of employees in the workshop, the arrangement for latrines and urinals appears to be adequate. Latrines and urinals and water taps are provided in the depots for the use of the traffic staff.

No educational and other facilities are available for the children of the employees in this concern, nor any scheme for the future has been worked out.

Provident Fund.

Two classes of provident funds are maintained by the Company viz., 'A' and 'B' Provident Funds. The 'A' Provident Fund was started in 1913. 'B' Provident Fund is of a rather recent origin and was set up in the year 1928. Membership to the 'A' Provident Fund is open to all permanent employees above 18 years of age and getting a basic salary of Rs. 15|- p.m. and above. There are two types of subscriptions : (1) compulsory (2) voluntary. Under the former, every member has to subscribe annually a sum equal to 5 per cent. of his salary. Since 1939, this rate has been raised to 6¼ per cent. Regarding the latter any member may, on giving not less than one

month's notice to the Manager, subscribe such further sum upto and not exceeding an additional 5 per cent. per annum of his salary. Up to 1939, the Company contributed every year a sum equal to half the aggregate amount of the compulsory subscription of the members. Profits permitting, the Company had the option to contribute a further sum equivalent to half the compulsory payment subscribed by the members in each year. Till 1939, therefore, the Company's subscription varied with profits and was between 30 per cent. and 40 per cent. of the members' subscriptions. Since then, this rate has been raised to 100 per cent. of the compulsory subscription of employees. All moneys that are not required immediately for the purposes of the fund are from time to time invested in approved securities. The interest accruing therefrom is divided *pro rata* among the members by book entry and the share so credited is treated as members' personal subscription. Advances are made from members' contribution to the fund (a) for payment of insurance premium, (b) for passage fare of the family when proceeding overseas or of a member himself when making a similar journey on medical certificate, (c) to meet the expenses (within the meaning of Provident Fund Act) incidental to severe illness of the member or his dependants, and (d) for any other reason of an unusual nature considered proper by the Trustees. In the case of covenanted officers, such advance is limited to four times the basic monthly pay not exceeding Rs. 2,000/-. The sum so advanced cannot exceed the total personal subscription of a member. The maximum limit in the case of other employees is Rs. 1,000/-. Advances sanctioned are recovered in 12 to 24 equal monthly instalments, unless the members elect in favour of fewer instalments. The interest charged is 5 per cent. per annum. In cases of dismissal for gross indiscipline, the employers' contribution is forfeited.

In the 'B' class provident fund, the rules regarding investments, interest on advances, rules of advances and their realisation, etc., are the same as in the 'A' class fund. Membership is open only to those permanent employees who are not members of the 'A' class fund whose basic salaries are not less than Rs. 20/- per month and who are not less than 18 years of age. The Company's rate of contribution is ordinarily higher as, in addition to 50 per cent. of the member's contribution, an aggregate sum amounting up to 4¼ per cent. of the net profits is subscribed by the Company.

Co-operative Credit Society.

Information regarding the amount of indebtedness among the tramway operatives is not sufficiently available. The Tramway Company maintains a co-operative credit society for the benefit of the employees and the table below shows the number of workers who were given loans for various purposes during the year ending 31st March 1944 :—

TABLE LX.

Analysis of the causes of Indebtedness.

Causes of loan granted.	Number of cases.	Percentage of total.	Remarks.
Marriage	626	39·9	
Improvement of land and house ..	538	34·3	
Repayment of debts	12	0·8	
Funeral expenses	66	4·2	
Medical expenses	223	14·2	
Flood relief	27	1·7	Emergency caused by Damodar and Midnapore flood.
Miscellaneous	76	4·9	
Total ..	1,568	100·0	

It is apparent that the bulk of the debt was on account of marriages and investment in land and buildings. Loans for medical expenses were also taken by a fairly large proportion of workmen.

Safety Acts.

In case of accidents it was found that these are reported to the head office immediately and medical aid is provided for as expeditiously as possible. Compensation is paid according to the provisions of the Workmen's Compensation Act in the Traffic Section only. Ordinary cases of injury on duty causing temporary incapacity to staff are given half pay which is slightly higher than what is payable under the Workmen's Compensation Act. In other cases, payments are made according to the schedule laid down in the Act.

Trade Unions, Strikes, etc.

There were 3 registered unions of the tramway workers at the end of 1943-44. These were (1) Calcutta Tramway Workers' Union, (2) Calcutta Tramway Labour Union and (3) Calcutta Tramway Employees' Union. Towards the end of 1944, another union—Calcutta Tramways Men's Non-Political Union—was registered. Of these 4 unions, the oldest is the Calcutta Tramway Workers' Union which was formed in 1927 and registered in the middle of 1939. It is the most influential of the four unions and is affiliated to the All-India Trade Union Congress. It has also the largest membership. It represented the tramway worker in the last adjudication proceedings (1944) in the dispute between the Company and the employees. The table below shows the membership and the financial position of 3 unions at the end of 1939-44 :—

TABLE LXI.

Showing number of unions in tramways.

	Date of registration.	Number of members at the end of 1943-44.	General Fund.			
			Opening balance.	Income.	Expenses.	Closing balance
			Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
1. Calcutta Tramway Workers' Union.	25-6-39	5,677	2,018 9 1	4,371 7 2	4,110 7 3	2,279 9 0
2. Calcutta Tramway Labour Union.	1-1-43	185	7 0 0	392 8 0	390 9 0	8 15 0
3. Calcutta Tramway Employees' Union.	10-4-43	417	..	422 6 0	368 8 6	53 13 6

Immediately after the bombing of the city towards the end of 1942, the workers were panicky. They demanded their share of their contribution to the Company's provident fund but their request was turned down. The situation was worsened by the rise in the cost of living, particularly after the first few months of 1942. The growing discontent resulted in three strikes, in which nearly half the workers (varying between 2,000 and 3,000) were involved. The demands were mainly introduction of dearness allowance, increase in basic pay, payment of bonus, provision for privilege and casual leave, reinstatement of dismissed workers, adequate arrangements for protection against air raids, etc. The Labour Commissioner intervened. Most of the demands were conceded. The table given below gives in a nutshell the history and results of these three strikes.

TABLE LXII.

Giving particulars of strikes.

Serial No.	Full strength.	Number of men involved.		Mandays Lost.	Date on which dispute.		Causes.	Remarks.
		Directly.	Indirectly		Began.	Ended.		
1	4,350	2,00	*Nil*	6,000	2-5-42 afternoon.	5-5-42 morning	Immediate cause—Dismissal of, one conductor who had been absent on the previous day. The workers demanded (1) reinstatement of the dismissed conductor, (2) 25% dearness allowance, (3) withdrawal of 90% of their provident fund to enable them to purchase foodstuff, etc.	Partially successful.
2	4,350	2,000	*Nil*	6,000	20-5-42 morning.	23-5-42	(1) 25% increase in basic pay. (2) Bonus equivalent to 3 months' pay. (3) One month's privilege leave and 15 days' casual leave with pay in a year. (4) Reinstatement of all 8 dismissed men and security of service. (5) Adequate arrangements for the protection of workers from air raids and compensation for the victims of raids.	Do.
3	2,350	2,895	*Nil*	5,790	17-7-42	20-7-42	Demands were same as in previous strikes, i.e., regarding pay, bonus, leave, security, etc.	Successful.

After the settlement of the strikes, other disputes arose from time to time, the main points in the demands of the unions were dearness allowance, increase of basic pay, time table, etc. As no conciliation was possible, the dispute was referred to an adjudicator. The statement that follows gives the terms of reference and the adjudicator's awards :—

Terms of reference to the Adjudicator and his recommendations.

" (1) Whether the starting salary of the employees in the Traffic, Engineering, P.W. and other departments, including the clerical staff under the Company, is adequate. If not, what should be the starting pays and whether the pays now being drawn by these employees and their grades should be adjusted accordingly ?

" The starting pay of coolies and cleaners should be raised to Rs. 18 per month. There should be a grade for them of Rs. 18—1|2—22. The starting pay of flagmen and pointsmen should be Rs. 20 and their grade should be Rs. 20—1|2—24. Khalasis and scrapers who are now divided into two grades should be included in the present grade on a salary of Rs. 18—1|2—25.

" All clerks should get a starting salary of Rs. 40 and should have the same increment and grades as Head Office clerks have at present. The starting pay of Rs. 30 for some clerks should be abolished. Pay clerks who at present get a starting pay of Rs. 45 should continue to be on their existing grade.

" No recommendations about the Depot cashiers are made as the employers are about to announce revised and more favourable conditions for them.

" All those who are at present drawing less pay than the starting pay recommended above should forthwith be raised to the above rates.

" (2) Whether the time table existing at present places the workers at a disadvantage with regard to rest, unusually long hours of work or compulsory overtime work at a stretch ? If so, whether and how the time table should be modified ?

" A time table be prepared in which the following points be specially considered, *viz.*,

" (a) no worker should be asked, as a rule, to work more than eight hours a day as far as as practicable,

" (b) compulsory overtime working should be reduced to the minimum necessary for carrying on smooth working, and

" (c) for those who have to work one 8-hour shift at a stretch, provision should be made for a 20-minute rest, if practicable.

" The time table so prepared should be submitted to the Labour Commissioner for his approval before being brought into operation.

" (3) Whether the loss sustained by the workers without dependants as a result of the introduction of rationing should be compensated by cash payment in the form of deducting the amount from the workers' ration bill as desired by the workers, or by supplying unrationed articles at concession rate as wanted by the employers, and what should be the amount in case of the former and what should be the articles and their concession price in case of the latter ? ".

" The loss sustained by workers without dependants consequent upon the introduction of rationing in the Calcutta area amounts to about Rs. 2|10|- per month. This amount be set off against the ration bill of such workers ".

" (4) Whether the Company should open free or cheap food canteens at different depots for the workers and, if cheap canteens be opened, what should be the kind of concession to be allowed ?

" Canteens for supplying cooked meals to workers are neither greatly in demand nor practicable. Canteens for supplying tea and light refreshments such as biscuits, Indian sweetmeats and other dry Indian eatables should be started at the Company's workshops and depots, wherever practicable. These should be run by the Company and managed by representatives of the workers under the supervision of the Company's Labour Officer. No contractors should be employed to run the canteens. The food sold at these canteens should be sold at cost price to the workers, and not at a profit."

" (5) Whether the practice with regard to change of duty mutually among the workers as was existing upto 1943 should be revived ? If not, whether and how the practice existing at present on the same issue should be modified.

" Mutual exchange of duties should be allowed upto a maximum of seven days per month, provided the two parties concerned give notice in writing to the Head Starters concerned ? "

" (6) Whether the facilities with regard to leave as existing at present are inadequate ? If so, what additional leave facilities should be given ?

" In the case of Engineering and P.W.D. staff of the Company, a total of 14 days' privilege leave per year on full pay should be allowed. These 14 days represent the maximum leave permissible to each worker of these two categories. If the workers prefer to retain some of their present gazetted holidays, those must come out of 14 days. These two categories of workers should also be permitted 7 days' casual leave per year.

" All other workers of the Company who have completed one year's service should be entitled to 21 days' privilege leave on full pay or 42 days on half pay in each year. They should also be entitled to 10 days' casual leave in the year, which should not be dependent on the production of medical certificates.

" Those of the staff who already are entitled to more leave than recommended above should continue to enjoy their present leave facilities.

" In the case of all classes of employees privilege leave should be allowed to accumulate over not more than two years.

" (7) Whether the workers employed in the P.W. Department, who work on a temporary basis throughout their service, should be made permanent on fixed grades of pay ? If so, whether their previous service should be counted and the facilities with regard to pay, leave, etc., should be determined accordingly ?

" Of the 500 odd coolies in the P.W. Department, all those who have put in a total of 30 months' service during the first three years should be made permanent. Their grade should be Rs. 18—1|2—22. The rest of the coolies of the P.W. Department staff to whom the above qualifications of service do not apply should remain on a temproary basis on a fixed pay which should be Rs. 18. The vacancies due to dismissal, defaults, etc., in the ranks of permanent coolies should be filled up from the temporary coolies who qualify for permanency. The permanent coolies should be subject to the same leave rules as all other workers of the Company according to the recommendations made in issue No. (6).

" (8) Whether the advance equivalent to 3 months' pay given to the workers in 1942 irrespective of whether this has been given from the provident fund or not should carry any interest until it is paid up after the war is over in view of the fact that those workers who, having no provident fund, have been given this advance and have been exempted from paying any interest thereon.

" The advance amounting to three months' pay given to all workers in 1942 was not advance from the provident fund in the case of those workers. It was straight advance by the Company from its own funds. The Company is not charging any interest on any of these advances. As regards the advances made from the provident fund, Company is not crediting interest for amounts which have been paid out of the provident fund balances. The present system of maintaining these accounts should be continued.

" (9) Whether the rates of dearness allowance as existing at present are adequate in consideration of the supply of food stuffs at concession rates, payment of bonus, supply of uniform to the traffic staff and other privileges which are being or will be given to the workers as a result of this adjudication. If not, what should be the increased rate ?

" Cash dearness allowance should be increased from Rs. 10 to Rs. 16. Subsidised rations should continue to be supplied as at present.

LABOUR CONDITIONS IN BUS SERVICES.

For an *ad hoc* survey of the conditions of labour in buses, 13 bus owners in Calcutta were examined. The majority of these owners are single individuals, private limited and public limited types being practically non-existent. There are a few private partnership firms, the shares of which are owned by the members of a family. 6 out of the 13 firms surveyed employ hands numbering from 4 to 10, another 6 employ 10 to 20 and only one employs more than 20. Out of the 13 samples covered, 5 are owned by Punjabi Sikhs, 4 by Punjabi Muslims and 4 by Bengalee Hindus. Punjabis are the pioneers in this business but Bengalees are slowly and steadily taking to it. The majority of bus owners are uneducated. The table given below shows the number of units of various sizes during the time of investigation as compared to 1939 :—

TABLE LXIII.

Year.	'A' Number of units owning 1—2 buses.	'B' Number of units owning 2—5 buses.	'C' Number of units owning 5—10 buses.	'D' Number of units owning 10—15 buses.	Total.
1939	8	2	2	1	13
1945	5	6	2	..	13

A close study of the figures will show that there has been an appreciable increase in the number of units of size ' B '. The increase in the number of units of this class is due to the Government requisitioning of buses from one of the bigger units (size ' C ') and also due to the steady growth of some of the units of size ' A ' since 1939.

Employment.

Before the war employers used to engage two drivers, one cleaner, and one conductor for each bus they owned but, owing to the alternative means of employment, there is at present a scarcity of trained drivers in this branch of the Calcutta road transport system. Moreover, due to the decrease in the working hours of each bus caused by the shortage of petrol and the subsequent introduction of a 'grouping system' by the Bus Syndicate, the employment of two drivers per bus has become unprofitable both for the employers and the drivers, the latter being daily rated workers. In the year 1939 there were 82 drivers in the units surveyed but this number went down to 43 at the time of investigation, the fall in the number of buses during this period being from 57 in 1939 to 32 in 1945. The rate of decline in the volume of employment among the conductors is not so sharp, the fall being from 97 in 1939 to 53 at the time of the investigation. There has been an increase in the employment figures as regards mistries. Owing to the high rate charged for minor repairs in shops now-a-days, employers find it cheaper to engage mistries instead of having repairs done in workshops. There has been practically no change since 1939 in the number of cleaners employed in the units under review, the fall being from 29 in 1939 to 28 in 1945. This is due to the rise in the status of drivers. Formerly, drivers did the cleaners' job but, due to a great scarcity of their supply, no driver will now undertake this type of work. Table LXIV gives employment figures in each occupation :—

TABLE LXIV.

Year.	Number of Buses.	Total employment figures.	Drivers.	Cleaners.	Conductors.	Mistries.
1939	51	216	82	29	97	8
1945	32	134	43	28	53	10

The following tables give the present distribution of the bus operatives by communities and provinces :—

TABLE LXV (a).

Distribution by communities.

Occupations.	Hindus.	Muslims.	Sikhs.	Others.	Total.
Drivers	18	12	13	..	43
Conductors	29	13	11	..	53
Cleaners	22	6	..	..	28
Total ..	69	31	24	..	124
Plus 10 Mistries about whom particulars are not available			..	..	10
			Grand total	..	134

TABLE LXV (b).

Distribution by Provinces.

Occupations.	Bengal.	Punjab.	U. P.	Bihar.	Others.	Total.
Drivers ..	19	13	7	4	..	43
Conductors ..	17	13	10	13	..	53
Cleaners ..	4	..	1	21	2	28
Total ..	40	26	18	38	2	124

From these tables it can be seen that the majority of workers employed in the thirteen units are Hindus and generally come from Bengal, the Punjab, Bihar and U.P. Punjabi Sikhs are employed as drivers and conductors. Cleaners are predominantly Bihari Hindus ; Sikhs and Punjabi Muslims being completely absent in this occupation.

It has already been stated that there has been a definite shrinkage in the total volume of employment since 1939 in the units surveyed, due solely to conditions brought on by war. The removal of such factors as petrol shortage, ' grouping system ', etc., after the war will probably increase the volume of total employment, provided the present density of the population of Calcutta is not very adversely affected.

Classification of workers.—There is no classification of the operatives into ' permanent ' or ' temporary ' in any of the units investigated. A ' no work no pay ' system generally prevails. Most of the workers are employed on daily rates though, in some of the units, drivers and conductors are employed on a commission basis.

Graded and time scale of pay.—Interaction of demand for and supply of operatives during a period is the deciding factor in determining the daily rates of pay in this business. Graded or time-scale of pay is conspicuous by its absence.

Recruitment.—New hands are generally recruited through old employees.

Apprenticeship.—Though skilled and semi-skilled workers are necessary in this industry it is unfortunate that there is no adequate system of apprenticeship for new hands. The Bus Syndicate has no training centre. The system of training, existing in some of the units, cannot be said to be satisfactory.

Operatives engaged in buses can be classified under three heads, *i.e.,* (i) skilled, (ii) semi-skilled, and (iii) unskilled. Drivers and mistries are skilled. Cleaners are semi-skilled and all conductors are unskilled, not requiring any qualifications except those of alertness and honesty. Licenses for conductors are issued by the Police and, at present, there are more licenced conductors than can be employed in the trade.

Though there is no regular system of apprenticeship for conductors, they have to undergo a training period generally lasting from 15 to 20 days before they are employed. During this period, conductors are paid nothing. In one firm, the training period extends over 1 to 2 months. This is apparently a long period, the employer accordingly getting the benefit of unpaid labour. In another firm, the training period is six months but the trainee conductors are given free accommodation and an allowance of Rs. 25 to Rs. 35 per month. This firm also trains licensed drivers over a period of three years enabling them to get accustomed to the busy streets of the city and the traffic rules in force and to learn how to undertake petty repairs. Thus, it is seen that in some of the firms under review there are provisions for the training of conductors who do not require any great skill while there is hardly any provision for apprenticeships in skilled jobs.

Working hours and shifts.

In all the units the actual working period (when a bus is on the road) for the drivers and conductors is always less than the total spreadover of each shift. In Calcutta, during pre-war days, buses used to ply from 6 a.m. to 12 midnight. At present they begin to ply from 6 a.m. and stop at 9 p.m., i.e., there is a 15 hours' bus service. This period is generally divided into morning and evening shifts. The morning shift usually commences at 6 a.m. and ends at about 1 to 2 p.m. The evening shift starts at about 2 p.m and ends at about 9 p.m. The total spreadover of each shift is from 7 to 8 hours. The differences between the total spreadover and the actual working period (i.e., the period when the bus is actually plying) varies according to the length of the route,

arrangement of trips, and the grouping system introduced by the Bus Syndicate. Thus, the drivers and conductors have to work from a minimum of 4 hours to a maximum of 7-1|2 hours in each shift. The rest of the time they rest in or around the 'stand'. They do not therefore mind working in both the shifts in a day with a view to increasing their earnings. Owing to shortage in their supply, owners themselves encourage this practice, which is certainly open to serious objection. A tired driver is always prone to accidents and it is desirable that he should not work for more than eight hours a day. The state of affairs is different in the case of licensed conductors who, on account of a plethora in their supply, are not generally allowed to work for more than one shift per day. The work of cleaners is of a casual nature. There is no shift-system for them and they work for 3 to 4 hours every day. Mistries work according to exigencies of demand.

Double shift work is not compulsory though bus-owners raise no objection to it. Drivers who work double shifts are generally paid at the same rate for each shift. Registers of overtime work are not maintained and, naturally, no question of availability for inspection arises.

Wages and earnings.

Drivers and conductors form the major bulk of the total employees in the trade. They are either daily-rated or they work on a commission basis. This means that they are paid at the end of each shift. Those that work on a commission basis are paid at the following rates :—

Drivers : As. 1|3 to As. 1|6 per rupee from the total gross income in each trip.

Conductors : 9 pies per rupee from the total gross income in each trip.

The commission is paid at the end of each shift and the conductor generally deducts the driver's commission and his own from the total gross receipts before handing over the cash to the proprietor. Mistries are paid at monthly rates. The wages of the mistries vary from 12 annas per day to Rs. 100 per month. The principle of 'no work no pay' does not apply in their case. They attend the garage once a day, whether there is any repair work or not. The wages of cleaners vary between Rs. 25 and Rs. 45 per month. Generally, those who are skilled and can do petty repairs are paid at a higher rate.

Table LXVI shows at a glance the wages of the different categories of workers :—

TABLE LXVI.

Class of workers.	Maximum wages.		Minimum wages.		Maximum commission on gross income (per rupee).		Minimum commission on gross income (per rupee).	
	1939	1945	1939	1945	1939	1945	1939	1945
Drivers on daily rated basis	Rs. 3/- per shift.	Rs. 5/- per shift.	Rs. 2- per shift.	Rs. 3/- per shift.	..	..	..	..
Drivers on commission basis	..	..	..	..	-/1/6	-/2/6	-/1/3	-/2/-
Conductors on daily basis	1/8	2/8	1/-	1/8	..	..	..	..
Conductors on commission basis.	..	..	..	..	-/-/9	-/1/3	-/-/9	-/1/-
Cleaners	25/-	60/-	20/-	37/8/-	..	..	..	per month.
Mistries	..	100/- p.m.	..	-/12/- p.d.	..	..	..	"
Time keepers and other employees.	20/- to 40/-	35/- to 60/-	30/-	35/-	..	..	..	"

Changes in wages and earnings:—There has been an increase in the wages of all categories of workers since 1939, due mostly to rising prices and the restricted supply of trained hands. In 1939, drivers were paid Rs. 50 to Rs. 100 per month but, at the time of enquiry, it was practically impossible to employ a driver on a monthly rate. In the units surveyed, all drivers and conductors are either daily rated or on commission basis. Drivers are always willing to work double shifts and their monthly income to-day ranges between Rs. 175 and Rs. 275. In the year 1939, they earned Rs. 50 to Rs. 100 per month in a single shift. The income of commission rated drivers to-day varies from Rs. 10 to Rs. 12|8|- per day for double shift work.

In the year 1939, the income of daily rated conductors varied between Re. -|14|- and Rs. 1|8|- per shift and they were not usually allowed to work double shifts. In 1945, the income of daily rated conductors varied from Rs. 1|8|- to Rs. 2|8|- per shift. As already pointed out, there are more licenced conductors than can be absorbed in the trade. Some of the licensed hands have taken to war jobs and, after the present world conflagration comes to an end, they may have a tendency to return to their original employment. The earnings of conductors may therefore fall. The judicious restrictions in the issue of licences in future may act as a safeguard against apprehended fall in their income.

The war time rise in the wages of the cleaners is pronounced. In 1939, the cleaners received Re. -|8|- to Re. 1 per day, whereas to-day their earnings vary from Re. 1 to Rs. 2|4|- per day. Those cleaners who are on a higher scale of pay practically belong to the semi-mistry class and can do minor repairs.

The war-time rise in the wages of all categories of workers in the trade must be considered temporary In this trade, as in so many others, wages are determined by the demand for and the supply of the various types of workers. Unless the bus transport system is expanded by the improvement of roads and vehicles, the present level of wages will tend to go down as a result of the increase in the number of trained hands who will offer their services.

Waiting period.—The interval between the end of the wage period and the day of wage payment in the case of monthly rated workers varies from one day to seven days according to the discretion of the bus-owners.

Pro-rata system of wage payment.—Drivers and conductors, who are employed on a daily rate basis, are generally paid in full for the shift for which they are employed, though their actual period of work may be far less than the total spreadover of a shift owing to the accidental breakdown of a bus and other reasons. In such cases, they have to go without employment in the next shift. At times, when the total income made on a bus in a shift is so low due to breakdown that the proprietor has to stand the loss, the drivers and conductors are paid only a part of their wages by mutual agreement. In some of the units investigated, there is a well-regulated system of a *pro-rata* type of wage payment. For example, in one firm, the drivers and conductors are paid Re. 1 per trip in case of forced reduction of working hours in a shift. In another case, Rs. 2 per head are paid to daily rated workers in the event of a breakdown of a bus before noon. More than Rs. 2 is paid in such cases, if the breakdown occurs in the afternoon. In the case of a third firm, the rate of payment varies according to circumstances. It is evident that the income in a shift in which a short time breakdown takes place is one of the factors determining the decision of a proprietor regarding the payment of wages of that shift.

Involuntary unemployment and 'khoraki'.—Mistries and cleaners being monthly rated do not suffer 'involuntary unemployment'. Drivers and conductors, being daily rated, have to undergo involuntary unemployment and the grouping system introduced by the Bus Syndicate during the war may be said to be an important contributory cause. The length of a route, the number of

buses on a route and other factors determine the number of days a bus can ply. Thus, the total number of days in a month on which a bus does not ply due to the introduction of the grouping system differs from route to route. This period generally ranges between 3 and 5 days in a month. In addition, a bus does not ply for 2 to 4 days due to breakage, petrol shortage and other accidental reasons. Thus, the daily rated workers have to go without work for 5 to 9 days every month. No compensatory allowance is paid for these days, though some of the owners give *khoraki* to the drivers and conductors who are required to attend the garage. The *khoraki* is allowed at the discretion of the proprietor.

Dearness and other allowance.—No dearness or any other allowance is paid to the operatives engaged in this business. Some of the proprietors give new clothes to the operatives during the major festivals and this is the only facility in kind enjoyed by them. This method of giving *bakhshish* to the employees, though of some material benefit to them, is casual and haphazard.

Fines and deductions.—Fines are not usually imposed on the workers for damage caused by an accident. The cost of repairs in cases of accidents is borne by the management and not by the operatives. Some fines are imposed by the Bus Syndicate or the Route Committees for running behind or in advance of scheduled times, for late attendance and other reasons. These fines are imposed by one set of proprietors on another set. The fine for running behind or in advance of the scheduled timings varies from route to route. In case of a bus running late, the fine charged is paid to the owner of the next bus, because by running late the first bus picked up a number of passengers who would otherwise have availed themselves of the second one. By running in advance of scheduled time, a bus picks up a number of passengers who would naturally travel in the bus which it is scheduled to follow. For the daily rated drivers and conductors, the question of a share in fines does not arise but those operatives who work on a commission basis are affected by the late or advance running of a bus.

There are two types of late fines, one for late running at the stands and the other for late running at the stages. A ' stand ' means the starting station and terminus, and intermediate stops between the stands are known as ' stages '. Some important intermediate stages are also known as ' stands ', e.g., Sealdah stand.

Below is given the schedule of fines for late and advance running in the ' stands ' and ' stages ' on some of the routes :—

TABLE LXVII.

Route.	' Stand ' fine for late running.	' Stand' fine for advance running.	' Stage ' fine for late running.	' Stage ' fin for advance running.
2 and 2A ..	Re. 1/- per minute	As -/12/- per minute.	As. 6/- per minute ..	..
3 and 3A ..	Re. -/8/- per minute.	..	As. 6/- per minute. ..	..
4 and 4A ..	Re. -/8/- per minute.	..	As. 2/- for 1st minute and 4/- for each additional minute.	..
5A ..	Re. -/8/- per minute only. Re. -/12/- at Esplanade up.	..	As. 4/- per minute ..	..
10 and 10A ..	Re. -/4/- and -/8/-	..	As. 2/- for 1st minute and As. 4/- for additional minute.	..

TABLE LXVII—*contd.*

Route.	'Stand' fine for late running.	'Stage,' fine for advance running.	'Stand' fine for late running.	'Stage' fine for advance running.
11 and 11A..	Re. -/4/- and -/8-..	..	As. 4 per additional minute.	
12 and 12B..	Do. ..	..	As. 2 and As. 6 according to the importance of stages.	
13 ..	As. 13 per minute	..	As. 2 for the 1st and As. 4 per additional minute.	
30 and 30A..	As. 8 per minute	..	As. 4 per minute for the 1st two minutes and As. 8 per additional minute.	

From this table, it can be seen that the 'stand' late fines vary from 4 annas per minute to Re. 1 per minute. Generally, the late and advance fines are higher on those routes on which a greater number of buses ply, e.g., 2, 2A and 5A routes. The importance of the 'stands' also determines to some extent the rate of fine. On the 'stages', the amount is generally 2 annas for the first minute and four annas for each additional minute, but there are routes where up to 8 annas per additional minute is charged for late running at the 'stages'. On some of the routes, a limit is put on the amount of fine imposed on a bus in a single 'stand' or 'stage' during a trip. The maximum amount of fine that is imposed on route 5A is Rs. 2 on Ballygange and Kalighat stands, Rs. 3 on Esplanade stand and Rs. 5 on Howrah stand. On the 'stages', the maximum amount varies from Re. 1 to Rs. 2|8|- according to importance.

Compensation.

Out of the 13 units surveyed, only one paid compensation amounting to Rs. 28 to a driver who remained in hospital for 10 to 12 days owing to injuries received in an accident. No accident register is maintained by any unit.

Provident Fund, gratuity and other benefits.

There is no provident fund or any other benefit scheme in this trade.

Indebtedness.

It is gathered from the bus operatives that the volume of indebtedness among them is not high at present. Exact figures showing the extent of indebtedness and the rate of interest paid are not available.

Registration and other fees.

Registration and other fees realised from the owners of a bus can be classified under two heads : (1) fees and taxes realised by the Government, (2) fees realised by the Bus Syndicate. Under the category of Government fees, the following items are important : (a) R.T.A. permit fee (route permit) amounting to Rs. 20 per bus per year. (b) Renewal fee for the certificates of fitness (of bus) amounting to Rs. 20 per bus per year. (c) Motor Vehicle Tax : Rs. 30|12|- per quarter for 24-seater single decker bus and 12 annas per additional seat ; Rs. 45|4|- per quarter for 50 seater (double decker) with 8 annas per additional seat.

Syndicate fees are of two types, i.e., (1) membership fees amounting to Rs. 6 per month for each bus, (2) route service maintenance fees amounting to Re. 1 per bus per day. There has been no increase in the rate of Government fees since 1939 but the route service maintenance fees have been enhanced by the Bus Syndicate. All these fees are paid by the bus-owners.

Licence fees.—Drivers and conductors have to pay licence fees to the Government. For the issue of a new licence, Government realise Rs. 10 each from the drivers and conductors. The yearly renewal fee for a driver's and a conductor's licence is Rs. 4 and Rs. 2 respectively.

Uniforms.

The wearing of uniforms is compulsory for drivers and conductors. The cost is *generally* borne by them. At times, some employers bear the cost of uniforms of old, loyal employees. This is an exception rather than the rule. At present, rules regarding uniforms have been relaxed to some extent because of the scarcity and high prices of cloth.

Housing.

Accommodation is not usually provided by the bus-owners. The drivers and conductors live in dark, ill-ventilated quarters. The condition of cleaners is much worse. They live in *bustees*, the conditions of which have been described in my report on rickshaw pullers.

Bus owners' syndicate.

The Bengal Bus Syndicate and the Ballygaung Bus Syndicate are the two organisations which represent the interests of the bus-owners in Calcutta. These are formed with the avowed object of preventing competition among and co-ordinating the activities of bus-owners in administrative matters. The only employees under the Syndicates are the time-keepers and the ticket inspectors. These Syndicates are not concerned with the regulation and standardisation of working conditions of the operatives under the various bus-owners.

It appears that there is a wide disparity in the wages paid by the different owners and there is no reason why the Syndicate should not be vested with powers to control this aspect of the trade.

PART IV.
MADRAS.
(Madras Province).
Madras Electric Tramways.

Madras, the third largest city in India, with an area of about 30 square miles and a population of nearly 10 lakhs, is inadequately served by modern means of passenger transport. Though the suburban railways of the S.I.R. and M.S.M. Railways carry a large volume of passenger traffic, they do not provide sufficient facilities for transport between different parts of the city. There are, at present, four different motor bus companies catering to the needs of passenger transport between different parts of the city but, as will be shown in the report on Buses, their capacity for meeting the full needs of traffic is very much limited. The tramway, the cheapest and the most popular means of transport, fills therefore a very important place in the economy of passenger transport in the Madras city.

The following data furnished by the Madras Electric Tramways Ltd. give the available details regarding the routes and their mileage and the number of cars running on each route in January 1945 :—

TABLE LXVIII.

Serial number of the route.	Route.	Distance in miles.	Number of cars.
1	Egmore to Royapuram	3—1,390 yards ..	11
2	Barbers' Bridge to Royapuram	5—1,335 „ ..	2
3	Bosotto to Parry's corner	2—7,22 „ ..	7
4	Mylapore to Royapuram	7—203 „ ..	31
5	Central to Purasuwalkam	2—4 457 „ ..	7
6	Purasuwalkam to Royapuram	4—1 447 „ ..	9
7	Washermanpet to Mylapore	7—67 ..	21
	Total ..	33—341 yards ..	88

From the data given below, it may be seen further that though there has been a slight decrease in the number of cars in 1941, 1943 and 1944, the volume of passenger traffic has been maintained at a very high level and that it has recorded even an enormous increase in 1944.

TABLE LXIX.

Year ending 31st March.	Number of cars.	Number of passengers carried (in thousands).	Remarks.
1936	88	27,900	
1937	88	26,733	
1938	88	27,568	
1939	89	25,390	
1940	89	22,381	Fall due to evacuation in the city.
1941	88	23,513	
1942	91	28,031	
1943	79	22,031	Fall due to reduction in number of cars.
1944	83	32,471	

Employment.

The total number of employees has risen from 1,256 in August 1939 to 1,394 at the end of November 1944, the reason being the increased volume of traffic, as has been pointed out already. The entire labour force excepting 60 women (62 in August 1939 and 59 in November 1944) consists of adult males. Child labour is not employed. The distribution of workers in the different departments of the company is tabulated here :—

TABLE LXX.

Department.	August 1939.	November 1944.
(1) Traffic—		
Conductors	330	381
Motormen	229	262
Line cleaners	97	96
(2) Workshop and Carshed—		
Workshop	227	302
Carshed	119	106
Watchmen and Scavengers	17	29
(3) Permanent Way—Permanent way coolies	237	218
Total ..	1,256	1,394

Time-rate and piece-rate workers.—All employees are on a time-rate basis.

Length of service.—The data furnished by the Company show that as many as 601 (45.2 per cent.) have put in over 10 years of service and that this percentage would go up to 62.4 if workers above 5 years of service are also taken into consideration. Nevertheless new entrants (below 1 year of service) form 20.4 per cent. and this is due to the fact that there has been in recent years a fair amount of labour turnover particularly among the older people, who have left the service for one reason or other.

TABLE LXXI.

Length of service as on 1st November 1944.	Total no.	Percentage of each group to total.
Between 0—1 year of service	271	20·4
1—5 ,, ,, ...	229	17·2
5—10 ,, ,, ...	228	17·2
Over 10 years of service	601	45·2

Permanent and temporary.—5 per cent. of the workers are temporary, partly because all new recruits are placed on probation for three months and partly because there is some fluctuation in employment among the permanent way coolies. Permanent workers are entitled to two benefits :—

(a) Privilege leave of 21 days on full pay in the year, and

(b) eligibility to contribute to provident fund.

It may be noted here that all employees, whether daily or monthly paid, can be instantly dismissed for certain specified offences noted in Rule XIV which runs as follows :—

" Any employee committing any of the following offences is liable to be fined, suspended or dismissed and the decision of the Management is final in all cases.

" Neglect of duty, idling and|or sleeping on duty, insolence or insubordination towards their superiors while on duty, careless work, leaving duty without permission, disobedience of orders, disorderly conduct, quarrelling on duty, collecting any moneys within the factory premises without the permission of the Management, absence without leave, continued late attendance, inciting workers to disobey Company's orders, organising or participating in unlawful strikes, committing any acts liable to cause danger to other workers, committing offences punishable under the Indian Penal Code, or committing any other offence of a serious nature.

" Any employee asking for, receiving or accepting a commission, discount, present or other gratuity from any contractor, merchant, tradesman, clerk, shroff or other person dealing directly or indirectly with this Company will be instantly dismissed.

" In all cases where a worker commits an offence which warrants severe punishment he will be brought before the head of the department, if this is possible, and an enquiry will be held in which he will be given an opportunity of hearing the evidence against him and stating his case before orders are passed. This does not apply to employees who absent themselves without leave in excess of the maximum period laid down in the Rules, or to employees who commit offences punishable under the Indian Penal Code.

" For offences of a light nature warnings will be issued but no warnings will be given in cases of a serious nature the punishment for which is instant dismissal ".

Apprenticeship.—There is no apprenticeship system either in the traffic or the administrative sections of the company. But three classes of apprentices are taken in the workshop section where facilities are available for practical training both for the students of the College of Engineering and the Government School of Technology, Madras. The first class of apprentices known as Trade Apprentices are taken as turners, carpenters, wiremen and blacksmiths. The course extends over a period of 5 years during which wages are paid at the rate of annas 8, 10, 12, 14 and Re. 1 per day for each year respectively. On a satisfactory completion of this course, the management, at its discretion, may appoint any fully trained workmen in its service, should vacancies exist. The second class of apprentices known as Student

Apprentices are those who are enrolled for a diploma course of the Government School of Technology. In the event of the management being fully satisfied with their work, they may fix them up in their service. The third class of apprentices are Engineering Assistants who hold an engineering degree or those who have satisfactorily completed their practical training as "student apprentices", as described above. Engineering assistants are engaged on a 12 months' probation on Rs. 100 and, if found satisfactory, are placed in a maximum grade of Rs. 125. In cases where apprentices are given permanent jobs in the company after a satisfactory completion of their course, the term of apprenticeship is counted towards total service.

Promotion.

There is a regular system of promotion—both graded and time scale in the service of the company. The grade system, introduced in 1929, classifies all workers into 5 schedules, each with its own time scale promotion. The following table gives a brief summary of the system of graded and time scale promotion now in operation.

TABLE LXXII.

Schedules.	Division.	Grade (Daily rates).	Rate of annual increment.	Time taken for reaching the top grade.
I Unskilled and semi-skilled workers.	..	As. 10 to As. 12	3 pies	(12 years).
II Skilled workers	1	As. 12 to Re. 1	2nd year 6 pies ; 3rd to 8th year 3 pies ; 9th to 12th year 6 pies.	(12 years).
	2	Rs. 1-1-0 to Rs. 1-6-0.	2nd year 1 anna ; 3rd year to 10th year 6 pies.	(10 years).
	3	Rs. 1-7-0 to Rs. 1-10-0.	2nd year one anna ; 3rd year to 6th year 6 pies.	(6 years).
	4	Rs. 1-11-0 to Rs. 2-3-0.	2nd and 3rd year 1 anna ; 4th to 11th year 9 pies.	(11 years)
	5 Exceptionally skilled workers in all branches.	Rs. 2-4-6 to Rs. 2-12-0.	2nd year 1½ anna ; 3rd to 10th year 9 pies.	(10 years).
III	1	(Monthly basis). Rs. 17-12-0 to Rs. 25-12-0.	Re. 1	9 years.
	2	Rs. 26-12-0 to Rs. 39-12-0.	Re. 1 upto the 8th year, Rs. 2 thereafter.	11 ,,
	3	Rs. 41-12-0 to Rs. 52-12-0.	Rs. 2 in the 2nd year and Rs. 3 thereafter.	5 ,,
	4	Rs. 55-12-0 to Rs. 62-12-0.	Rs. 3 in the 2nd year and Rs. 2 thereafter.	4 ,,
	5	Rs. 65 to Rs. Rs. 73.	Rs. 2	5 ,,

TABLE LXXII—*contd.*

Schedules.	Division.	Grade (Daily rates).	Rate of annual increment.	Time taken for reaching the top grade.
III—*contd.*	6	Rs. 75 to Rs. 83.	Rs. 2	5 years
	7	Rs. 26-12-0 to Rs. 62-12-0.	Re. 1 upto the 8th year; Rs. 2 from the 9th to the 13th year. Rs. 3 from the 14th to the 18th year and Rs. 2 in the 19th & the 20th year.	20 ,,
		(Daily wage).		
IV		Re. 0-14-0 to 1-8-0.	1 anna in the 2nd and the 3rd year and 6 pies thereafter.	19 years.
		(Monthly basis).		
V	1	Rs. 43-12-0 to Rs. 78.	Rs. 5 upto the 4th year, Rs. 2-2-0 in the 5th and the 6th year. Rs. 2-8-0 from the 7th year onwards.	12 ,,
	2	Rs. 83 to Rs. 119.	Rs. 6 in the 2nd and the 3rd year. Rs. 3 thereafter.	11 ,,

An important point which may be noted in connection with this scheme of promotion is the low initial wage as well as the very small rate of annual increments. It is stated that where a worker reaches the top of his grade, his case is examined to ascertain whether he is sufficiently skilled to be included in the next higher grade in the event of a vacancy. Moreover an allowance of one step increase every third year (at the rate specified in each division) as noted in Table LXXII is also given to those who have reached the top of their grade.

Labour turnover.

From the following data of labour turnover for 1939 and 1942 it can be seen that, though the percentage of total turnover was larger in 1939 than in 1942, the bulk of it (11.9 per cent.) was due to workers voluntarily leaving the service of the company whereas in 1942 only 2.8 per cent. was due to voluntary retirement, and that in both the years dismissals had taken a heavy toll :—

TABLE LXXIII.

Year.	Average no. of persons employed in the year.	Permanent.			Temporary.		
		Retirement.	Dismissal.	Voluntary.	Retirement.	Dismissal.	Voluntary.
1939	1,275	..	..	152 (11·9)	..	41 (3·2)	..
1942	1,159	18 (1·6)	26 (2·2)	32 (2·8)	..	..	1 (0·09)

Since June 1944 the management has started a labour office for dealing with labour questions and a systematic effort is now being made to record labour turnover for each month under various headings as shown in table LXXIV :—

TABLE LXXIV.

Showing labour turnover in the Madras Electric Tramways.*

Classes of workers.	June 1944 (1)										
	Roll on 1st.	Own request.	Unfit.	Theft.	Short-ages.	Dis-obedience.	Irregular attendance.	Complaint from passengers.	Services not required.	Inefficiency.	Total.
	1	2	3	4	5	6	7	8	9	10	11
Conductors	399	3	1	..	..	..	4	..	1	..	9
Motormen . ..	245	..	..	..	..	..	..	..	..	..	*Nil*
Line cleaners ..	98	1	..	..	..	..	..	..	..	..	1
Workshop . ..	284	1	..	..	..	..	3	..	..	..	4
Carshed	48	..	..	..	..	..	..	..	..	..	..
Greasers and shed coolies ..	58	..	..	..	..	..	..	..	..	..	..
Watch and Ward	22	..	..	..	..	..	..	..	..	..	..
P. W. and Road gang ..	134	..	..	..	..	..	..	..	..	..	..
P. W. Temp. gang	40	..	..	..	..	..	..	..	1	..	1
Inspectors..	39	..	1	..	..	..	..	..	..	..	..
Store attenders	4	..	..	..	..	..	..	..	..	..	..
	1,371	5	2	..	..	..	7	..	2	..	15

*Statistics compiled by the labour office of the company.

TABLE LXXIV—contd.

Classes of workers.	July 1944. (2)										
	Roll on 1st.	Own request.	Unfit.	Theft.	Short-ages.	Dis-obedience.	Irregular attendance.	Complaint from passengers.	Services not required.	Inefficiency.	Total.
	1	2	3	4	5	6	7	8	9	10	11
Conductors	394	6	..	..	..	..	2	..	..	..	8
Motormen	265	2	2	..	..	..	2	..	..	..	6
Line cleaners	97	..	..	..	..	..	..	..	..	..	..
Workshop	290	..	..	..	..	..	3	..	..	..	3
Carshed	48	..	..	..	..	..	..	..	..	..	..
Greasers and shed coolies ..	58	..	..	..	..	..	..	..	..	..	..
Watch and Ward	23	..	..	..	..	..	..	..	..	..	..
W. and Road gang ..	134	..	..	..	..	..	..	..	..	..	..
P. W. Temp. Gang ..	91	..	..	..	..	..	..	..	74	..	74
Inspectors	40	..	..	..	..	..	..	..	..	..	..
Store attenders ..	4	..	..	..	..	..	..	..	..	..	..
	1,444	8	2	..	..	..	7	..	74	..	91

TABLE LXXIV—*contd.*

Classes of workers.	August 1944. (3)										
	Roll on 1st.	Own request.	Unfit.	Theft.	Short-ages.	Dis-obedience.	Irregular attendance.	Complaint from passengers.	Services not required.	Inefficiency.	Total.
	1	2	3	4	5	6	7	8	9	10	11
Conductors	387	2	1	..	..	..	3	..	3		9
Motormen	260	1	..	..	..	..	1	..	..	..	2
Line cleaners	97	..	1	..	..	..	..	..	..	..	1
Workshop	287	..	..	..	..	1	..	..	1	..	2
Carshed	48		..	..	..	..	..	..	..	..	..
Greasers and shed coolies ..	58	..	..	..	..	..	..	..	..	..	..
Watch and Ward	23	..	1	..	..	..	..	..	..	..	1
P. W. and Road gang ..	134	..	..	..	..	..	..	..	..	..	..
P. W. Temp. gang ..	91	..	..	..	..	..	..	..	..	..	..
Inspectors..	40	..	..	..	..	..	..	..	..	..	..
Store attenders	4	..	..	..	..	..	..	..	..	..	..
	1,429	3	3	..	..	1	4	..	4	..	15

TABLE LXXIV—*contd.*

Classes of workers.	September 1944. (4)										
	Roll on 1st.	Own request.	Unfit.	Theft.	Short-ages.	Dis-obedience.	Irregular attendance	Complaint from passengers.	Services not required.	Inefficiency.	Total.
	1	2	3	4	5	6	7	8	9	10	11
Conductors	379	5	3	1	..	..	3	..	..	..	12
Motormen	260	2	..	..	..	..	3	..	..	..	5
Line cleaners	96	..	..	..	..	..	1	..	..	..	1
Workshop	304	1	1	..	..	..	1	..	..	..	3
Carshed	48	..	..	..	..	..	..	..	..	..	..
Greasers and shed coolies ..	57	..	..	..	..	..	..	..	..	..	..
Watch and Ward	22	..	..	..	..	..	..	..	..	..	..
P. W. and Road gang ..	135	..	..	..	..	..	..	..	..	..	..
P. W . Temp. gang ..	78	..	..	..	..	..	..	..	..	..	..
Inspectors	40	..	..	..	..	..	..	..	..	..	..
Store attenders	4	..	..	..	..	..	..	..	..	..	..
	1,423	8	4	1	..	..	8	..	..	..	21

TABLE LXXIV—*contd.*

Classes of workers.	October 1944. (5)										
	Roll on 1st.	Own request.	Unfit.	Theft.	Short-ages.	Dis-obedience.	Irregular attendance.	Complaint from passengers.	Services not required.	Inefficiency.	Total.
	1	2	3	4	5	6	7	8	9	10	11
Conductors	364	1	..	..	..	..	2	..	..	..	3
Motormen	260	1	..	..	..	..	1	..	..	..	2
Line cleaners	97	..	..	..	..	..	..	..	..	..	..
Workshop	300	1	1	..	..	..	3	..	..	..	5
Carshed	48	..	..	..	..	..	..	..	..	..	..
Greasers and shed coolies ..	58	..	..	..	..	..	..	..	..	..	..
Watch and Ward	22	..	..	..	..	..	..	..	..	..	..
P. W. and Road gang ..	135	..	..	..	..	..	..	..	2	..	2
P. W. Temp. gang	77	..	..	..	..	..	..	..	..	..	..
Inspectors	46	..	..	..	..	..	..	..	..	..	..
Store attenders &c.	41	..	..	..	..	..	..	..	..	..	..
	1,411	3	1	..	..	..	6	..	2	..	12

TABLE LXXIV—*concld.*

Classes of workers.	November 1944. (6)										
	Roll on 1st.	Own request.	Unfit.	Theft.	Short-ages.	Dis-obedience.	Irregular attendance.	Complaint from passengers.	Services not required.	Inefficiency.	Total.
	1	2	3	4	5	6	7	8	9	10	11
Conductors	386	10	4	..	..	..	7	..	..	1	22
Motormen	258	2	1	..	..	..	1	..	..	..	4
Line-cleaners	97	1	..	..	..	..	..	..	..	..	1
Workshop	298	1	..	..	..	..	..	..	..	..	1
Carshed	48	..	..	..	..	..	..	..	..	..	..
Greasers and shed coolies ..	58	..	1	..	..	..	..	..	..	..	1
Watch and Ward	22	..	..	..	..	..	..	..	..	..	..
P. W. and Road gang ..	135	..	..	..	..	..	..	..	..	..	..
P .W. Temp. gang	77	..	..	..	..	..	..	..	..	..	..
Inspectors	47	1	..	..	..	..	..	..	..	..	1
Store attenders	4	..	..	..	..	..	..	..	..	..	..
	1,430	15	6	..	..	..	8	..	..	1	30

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An analysis of the data for the whole period of six months shows that

(a) the percentage of those who left service at their own request is only 22 whereas the remaining 77.2 per cent. is represented by those whose services have been dispensed with by the Company for one reason or another,

(b) 44.6 per cent. have been discharged, and that

(c) irregular attendance has been the cause of dismissal to the extent of 21.7 per cent.

The explanation offered by the Agent of the Company for the larger volume of labour turnover in 1942 as compared with 1939 is the greater care now being taken to ensure a more efficient staff. Labour views this change as a definite attempt to throw out men with longer service. The labour union actually filed seven cases in the court in 1943|44 for ' wrongful dismissal ' of its members.

Causes of Labour Turnover.—The Labour Office in one of its monthly reviews of its work has pointed out the following four causes for labour turnover :—

(a) Attractions of war jobs with higher pay but with comparatively less work.

(b) Difficulties in controlling the heavy passenger traffic leading to drivers and conductors resigning their jobs.

(c) The prohibition by the company of the system of " mutual exchange " of shift duty (to be explained below) and the stoppage of payment for overtime work after the introduction of 70 hours of work in the week (to be explained below).

(d) Elderly men, discontented with the present high cost of living in the city, retiring to their village homes.

Absenteeism.

Until the opening of the Labour Office in June 1944, no attempt had been made to study the causes of absenteeism. The following data for 1939 and 1943 given by the management show merely the total number of man-days lost. The only inference that can be drawn from the data for these two years is that there has been an increase in absenteeism in the latter year.

Year.	*Number of man-days lost.*
1939	9,804
1943	17,444

Since June 1944, the Labour Office has made a commendable attempt at analysing the causes of absenteeism in each month among each class of workers as shown in table LXXV given below :—

TABLE LXXV.

Data of absenteeism among different classes of workers in the Madras Electric Tramway Co.

(Source : Records of the Labour Office).

Classes of workers.	June 1944.						July 1944.					
	1	2	3	4	5	6	1	2	3	4	5	6
Conductors ..	3·4	3·3	7·0	2·8	16·5	..	3·3	4·7	6·7	2·0	16·6	..
Motormen ..	5·0	2·7	8·3	3·0	19·0	..	3·9	3·9	6·5	2·1	16·4	..
Line-cleaners ..	4·5	2·6	6·0	3·5	16·6	..	5·7	4·2	4·8	2·4	17·1	..
Workshop ..	3·0	1·3	1·1	4·5	9·9	..	3·0	1·8	2·8	2·9	10·5	1·5
Carshed ..	4·4	0·7	0·7	4·2	10·0	..	3·4	1·3	1·8	2·7	9·2	8·8
Greasers and Shed Coolies.	3·2	1·7	0·9	6·3	12·1	..	4·9	0·5	1·2	2·1	8·7	9·4
Watch & Ward ..	0·3	0·2	0·2	6·5	7·2	..	1·1	0·5	1·9	5·3	8·8	..
P. W. & Road gang	5·6	1·2	3·2	0·3	10·3	..	4·7	1·0	2·1	0·5	8·5	..
P. W. Temp. gang.	..	0·5	0·2	4·9	5·5	..	..	2·2	..	3·2	5·3	..
Inspectors ..	9·4	..	12·7	0·3	22·4	..	10·6	..	8·2	0·2	19·0	..
Store attenders ..	2·4	..	..	1·0	3·4	..	1·0	..	..	..	1·0	..

TABLE LXXV—*contd.*

Classes of workers.	August 1944						September 1944.					
	1	2	3	4	5	6	1	2	3	4	5	6
Conductors ..	3·9	5·6	7·4	2·3	19·2	..	3·2	2·0	7·4	3·5	18·2	..
Motormen ..	3·9	4·1	7·5	2·3	17·7	..	3·6	2·0	6·7	3·1	15·3	..
Line-cleaners ..	4·0	3·1	4·5	4·1	15·7	..	4·8	1·6	4·5	3·4	14·3	..
Workshop ..	3·1	2·6	3·0	2·7	11·4	1·6	3·5	2·4	2·8	2·5	11·2	..
Carshed ..	6·5	2·4	1·7	3·7	14·3	7·9	4·7	1·3	0·4	2·6	9·0	9·8
Greasers and Shed Coolies.	7·2	1·1	1·9	5·0	15·2	8·7	3·9	0·9	2·2	3·7	10·7	10·9
Watch & Ward ..	1·9	0·8	1·6	3·9	8·2	11·2	0·2	0·9	0·2	0·5	1·7	..
P. W. & Road gang	6·6	1·7	1·8	0·5	10·6	..	5·4	1·3	2·9	0·6	10·2	3·8
P. W. Temp. gang.	..	1·6	..	4·2	5·8	..	..	0·9	0·4	8·7	9·9	1·2
Inspectors ..	16·0	..	9·0	..	25·0	..	11·0	..	7·0	..	18·0	0·2
Store attenders ..	6·0	..	..	..	6·0	..	7·8	..	..	..	7·8	..

TABLE LXXV—*concld.*

Classes of workers.	October 1944.						November 1944.					
	1	2	3	4	5	6	1	2	3	4	5	6
Conductors ..	2·9	2·1	6·8	3·4	15·1	..	2·4	2·0	7·5	3·0	14·8	..
Motormen ..	2·6	1·2	6·0	2·9	12·6	..	2·4	1·5	6·3	3·1	13·3	..
Line-cleaners ..	1·9	0·8	4·1	3·0	9·8	..	3·3	0·5	6·5	3·3	13·2	..
Workshop ..	3·8	2·0	2·4	1·6	9·8	..	4·5	3·0	1·6	1·2	9·4	·2
Carshed ..	4·0	0·8	1·7	1·3	7·9	7·5	6·6	1·0	1·4	1·8	10·9	7·8
Greasers and Shed Coolies.	4·5	1·5	3·1	5·3	14·4	8·3	7·4	0·7	2·7	3·4	14·2	8·1
Watch & Ward ..	·9	3·4	1·2	0·3	4·7	..	1·9	0·7	3·6	1·6	7·8	..
P. W. & Road gang	4·8	0·8	1·1	0·4	7·2	4·2	5·6	0·8	0·9	0·2	7·5	4·0
P. W. Temp. gang.	..	0·5	1·3	4·9	6·7	1·6	..	0·1	0·7	7·1	7·8	2·0
Inspectors ..	2·5	..	5·5	0·1	8·1	..	4·7	..	10·7	0·1	15·5	..
Store attenders ..	0·5	..	1·0	..	1·5	..	0·5	..	..	..	0·5	..

References.

(1) % of privilege leave to total absenteeism.

(2) % of ordinary leave to total absenteeism.

(3) % of sick leave to total absenteeism.

(4) % of absenteeism to total absenteeism.

(5) Total absenteeism as a percentage of total number of workers on duty.

(6) % of absenteeism in lieu of Sunday.

It should be pointed out, however, that the Labour Office treats even privilege leave and sick leave on full pay as absenteeism. Table LXXVI gives a summary of the percentages of absenteeism excluding cases of leave on full pay:—

TABLE LXXVI.

Showing percentages of absenteeism among different classes of workmen in the Madras Electric Tramway Co. (June-November 1944).

Months.	Conductors.	Motormen.	Line-cleaners.	Workshop.	Carshed.	Greasers and Shed-Coolies.	Watch and Ward.	P. W. and Road-Gang.	P. W. and Temporary Gang.	Inspectors.	Store attenders.
1944											
June	2·80	3·00	3·50	4·50	4·20	6·30	6·50	0·30	4·85	0·30	1·00
July	1·95	2·10	2·40	2·90	2·70	2·10	5·30	0·50	3·20	0·16	..
August	2·30	2·25	4·10	2·70	3·70	5·00	3·90	0·50	4·20	..	..
September	3·50	3·05	3·42	2·50	2·60	3·70	0·53	0·60	8·65	..	..
October	3·39	2·86	3·00	1·62	1·32	5·25	0·34	0·38	4·92	0·09	..
November..	2·96	3·08	3·30	1·18	1·83	3·41	1·56	0·20	7·05	0·08	..
Total ..	16·90	16·34	19·72	15·40	16·35	25·76	18·13	2·48	32·87	0·63	1·00
Average	2·82	2·72	3·29	2·57	2·73	4·29	3·02	0·41	5·48	0·10	0·16

A careful study of the data in Table LXXVI shows that :—

(a) absenteeism is highest among the temporary coolies employed in the Permanent Way Department and among the greasers and coolies in the Carshed Department, (possibly because of a lack of sense of responsibility among temporary workmen),

(b) the next highest percentages of absenteeism are among the line cleaners, watch and ward coolies, conductors, carshed workers and motormen (obviously because of the arduous character of their outdoor duties), and that

(c) absenteeism is least among inspectors and store attenders (who are better paid and are engaged in comparatively lighter work). The very low percentage of absenteeism (an average of 0.41) among the permanent way and road gang, according to information, is due to the necessity of these workmen attending to their duties which are essential for the smooth working of the whole traffic system.

Measures for reducing absenteeism.—With regard to the methods for reducing absenteeism, the Labour Officer writes as follows in one of his monthly reviews :—

> " The bulk of absentees come from the junior members of the staff and particularly in their evening shifts, the reason being that they have to work under conditions of heavy traffic, To counteract this, the management has introduced the system of calling written explanations and serving notices to the absentees".

Further, in order to facilitate the grant of sick leave without delay, the time of attendance of the medical officer has been changed from 9.30 A.M. to 7.30 A.M., so that workers may send in their applications for sick leave in time and obtain the necessary permission as soon as the office opens.

Standing Orders.

The Company has framed rules and regulations for its employees with regard to attendance, wages, provident fund, leave, dismissals, etc. It may be pointed out here that the management " reserves to itself the right to alter, delete, or add to these rules from time to time ", the employees having no say whatsoever in the matter. The workers complain that these rules adversely affect their security of tenure and their benefits of provident fund. There is a strong case for regularising all standing orders and registering them with the appropriate authority.

Recruitment.

Non-technical labour is recruited directly by the Company by a selection from among different applicants. Since June 1944, all such recruitment has been centralised in the administrative section of the office, dispensing with the old system of delegating that responsibility to the heads of departments. Technical personnel such as fitters, moulders, wiremen, etc, are recruited through the Madras Employment Exchange, of which the Agent of the company is the President. The Company always gives preference to the sons or relatives of its employees in the matter of appointments.

Labour Officer.—As mentioned already, the Company has constituted since June 1944 a labour office with a full time labour officer and a staff of clerks to deal with all routine matters connected with labour, such as the granting of leave, the recommending of suitable persons for promotion, the infliction of punishment, etc. Though the duties of the Labour Officer have not been defined, it is interesting to find that he has to his credit the compilation and

analysis of statistics of absenteeism and turnover in a way that has seldom been done in other concerns. In his monthly reviews, the Labour Officer notes that one of his duties has been to give advice to workmen in all matters connected with their relations with the employers. Labour, however, does not view this arrangement sympathetically as the Labour officer is considered to be merely an executive agent of the Company for inflicting punishments, etc. I shall discuss below how an attempt made by the agent of the Company for the purpose of establishing mutual understanding and redressal of workers' grievances has also been the subject of strong criticism and suspicion by the labour union. In fact, Labour is at present dissatisfied with the whole system of wages and working conditions and it is clear that there cannot be much improvement in the situation until the earnings of workers and their conditions of service are settled satisfactorily.

Wages and Earnings.

Wage rates, as referred to already, vary according to the schedules and divisions into which workers are classified and the scale of promotion as provided for at the time when the grading scheme was introduced in 1929. No changes have occurred in these basic rates since then.

Principles underlying Wage Rates.—According to the Agent's statement, the rates of wages for coolies were fixed (at the time of drawing up the grading scheme) " with due regard to the rates given by other employers in the city ". He adds further that the rate was higher than that paid by many other employers with the exception of the Buckingham and Carnatic mills. " The rates for workers in the traffic department were determined by adding to the then existing rate the rice allowance granted during the last war i.e., 2 annas per day ". Skilled workers were graded into 4 divisions in such a way that they would receive wages from 12 annas to Rs. 2|3|- per day according to their ability. The 5th division was largely meant for exceptionally skilled men with wages ranging between Rs. 2|4|6 and Rs. 2|12|- per day. Wages for drivers do not differ according to the size of the vehicle driven. The only comment that may be offered with regard to these rates is that the basis was low and that the rate of increment was very small.

Allowances.—The company gives dearness allowance to its workers to meet partially the increased cost of living due to the present war. The first payment of dearness allowance was in August 1940, the basis being the monthly cost of living index for industrial workers in the city as published by the Madras Government. This was revised in May 1944 by introducing the following changes :—

(1) Classifying the workers into two wage groups (i.e., those whose wages are Rs. 50 and below, and those whose wages are between Rs. 51 and Rs. 100).

(2) Providing for a uniform increase or decrease of dearness allowance for both the wage groups by 2 annas per point for every rise or fall of one point in the index number.

(3) Fixing the scale of allowance only according to the number of days worked by the individual concerned. Dearness allowance for other days is paid only if the worker is absent with leave or if sick leave has been granted.

A careful study of this arrangement shows that the scale of allowance is not commensurate with the increased cost of living. The Agent remarks, however, that this allowance is paid only during the war period, though a part of it may be amalgamated with the wages especially among the lower grades.

It should be added that no other allowances or bonuses are given to workers. There is no bonus for accident free driving and no penalty for unpunctual running.

The wage period selected for the purpose of calculating wages and earnings for this report is one calender month (September 1944) for all except three classes of workers (permanent way gang, road gang and temporary coolies) in whose case the wage period is August 1944*.

Analysis of wages and earnings.

The 1,232 workers covered by the enquiry are represented by 221 samples whose data of actual basic wages and net earnings constitute the basis of the average daily wages and earnings in different occupations. The following table sets out the situation with regard to average daily basic wages and net earnings in the principal traffic duty occupations. These account for 874 employees or 70.9 per cent. of the total number engaged in all the occupations covered by the survey. The percentage of samples to the total number in the principal occupations is 10.5.

TABLE LXXVII.

Showing average daily basic wages and net earnings in the principal occupations.

Occupations.	Number of workers employed.	Number of samples taken.	Average daily basic wages.	Average daily net earnings.
			Rs. A. P.	Rs. A. P.
Motormen (Drivers) I Grade	153	17	1 7 2	2 1 8
Motormen (Drivers) II Grade	140	16	1 0 6	1 11 0
Conductors I Grade	219	22	1 5 6	1 15 11
Conductors II Grade	219	14	0 14 9	1 9 2
Linemen I Grade	28	8	0 12 7	1 7 1
Linemen II Grade	105	12	0 11 1	1 5 7
Lorry Drivers	6	2	1 2 10	1 13 4
Tankers	4	1	1 0 0	1 10 10

It will be seen that the majority of traffic staff had their average daily basic wages above Re. 1. Average daily net earnings appear to be higher than the average daily basic wages by 10 annas to 12 annas.

Overtime.—Overtime work is compulsory in all departments—traffic, carshed and workshop—whenever necessary. Separate registers are not maintained for recording overtime. It is recorded only in the attendance register and the pay slips given to workers at the time of disbursing their wages. These records are made available to workers for verification. Overtime is calculated and paid for according to the provisions of the Indian Factories Act of 1934.

Deductions.—Deductions from wages are made in respect of only three items, namely, contributions to provident fund, dues to the co-operative society and the grainshop. Workers have given the necessary authorisation for these deductions.

Fine Fund.—There is no fine fund and no separate registers are maintained for this purpose, though fines have been imposed to the extent of 6 annas

* Wage sheets for September 1944 do not contain the necessary information about the classification of these workers.

during the whole of 1944. Receipts have been issued for the amount which has been utilised towards the cost of medicines supplied by the dispensary. The Agent is in charge of the disposal of the fine fund.

Wage Period.—The dates of payment of wages and allowances are as follows :—

(a) All workers on a monthly salary basis are paid on the last working day of every month.

(b) Those on a daily wage basis are paid on the 7th of the succeeding month, or on the 6th if the 7th is a Sunday or a holiday.

(c) Dearness allowance is paid on the 15th of the succeeding month.

Closed Days.—Safurday afternoon and Sunday are regular closed days for the workshop section. There is no regular closed day for the traffic and the carshed sections.

The traffic and permanent way sections work on all the days of the week, but they are given 4 " off days " in the month as per details shown in the appendix. It may be noted, however, that no wages whatsoever are paid for these " off days " and that this constitutes one of the chief grievances of labour against the Company.

It may be noted further that only permanent workers are entitled to 21 days' privilege leave in the year and that any leave over and above this limit results automatically in loss of earnings. In this respect, temporary workers suffer more as they are not entitled to any privilege leave.

Hours of work and shifts.

A. Workshop.—In the workshop, the number of hours worked per week is 47-1|2, made up of 8-1|2 hours per day from Monday to Friday and 5 hours on Saturday. The details of working hours are as follows :—

(1) 7.30 A.M. to 12.30 P.M.
1.30 P.M. to 5 P.M. } Monday to Friday.
(2) 7.30 A.M. to 12.30 P.M Saturday.

There is no shift system in this department.

B. Carshed.—Three shifts are worked in the carshed section, the first two working 51 hours per week at the rate of 8-1|2 hours per day from Monday to Saturday and the third shift working 48 hours (from 9.30 P.M. to 12 midnight and from 2 A.M. to 7.30 A.M.) from Monday to Saturday. It may be noted here that there is an interchange of workers from one shift to another at the end of each week. Moreover, one day off is given for every 7 days worked, according to the scheme shown in detail in the schedule of working hours (vide Appendix).

C. Permanent Way.—In the permanent way department there are three sections—Road Gang, Overhead Gang and Breakdown Gang. The first gang works 44-1|2 hours, the second gang works 48 hours and the third gang 51 hours per week. There is an interchange of workers from one shift to another in this section also. (Details of working hours for each shift are shown in Appendix).

D. Traffic Department.—There are two shifts in the Traffic Department The morning shift works from 5.30 A.M. to 1.30 P.M. and the evening shift

works from 1.30 P.M. to 9.30 P.M. with one day off in eight days. Here too at the end of each week, workers in the morning shift are transferred to the evening shift and vice versa, as determined by the Company.

Three complaints are made by the workers with regard to the existing shift system. Firstly, no pay is given for the four 'off' days in the month. Secondly, the Company does not permit any 'mutual exchange' of shift duties among the workers. Thirdly, the actual hours of work far exceed the scheduled 8 hours of work and cause considerable inconvenience to them. A worker for the morning shift at 5.30 A.M. has to start from his house as early as 4 or 4.30 A.M. and return to his house only at about 3 P.M. Similarly, the worker in the evening shift which commences at 1.30 P.M. has to leave his house at about 12 noon and return to his house only at about 11 P.M. This means that meals are to be taken at untimely hours. Some of the drivers and conductors affirmed that they suffer frequently from dyspepsia and gastritis on account of their taking meals at odd hours.

Working Conditions.

A. Workshop.—The workshop is a pucca masonry construction and is well-ventilated and well-lighted. Roofing is high and there is no complaint of heat. The total floor area per worker is 128.75 sq. ft. Flooring in certain parts is broken and has not been cemented. Machinery is properly guarded. Premises are clean. There have been no remarks by the Factory Inspector in respect of any aspect of working conditions except once with regard to lime-washing of walls.

B. Carshed.—The carshed also is a high-roofed (though with corrugated sheets, well-ventilated and well-lighted) masonry construction. But there are no separate latrines or urinals for the workers attached to this section. No arrangements have been made for the supply of drinking water. No washing facilities are provided.

C. Traffic Section.—Working conditions in the Traffic Department may be analysed with reference to each of the following important classes of workers :—

(1) *Drivers.*—(a) The Driver's platform is fully crowded, when traffic is heavy which makes it difficult for him to operate the breaks easily and successfully. It is suggested that the driver's platform should be fenced completely.

(b) The only provision for giving a signal by the driver is to sound the "leg bell", which causes considerable strain to the foot leading, as it is alleged, even to hydrocele.

(c) Single cars are equipped only with hand breaks unlike bogie cars which are provided with vacuum breaks. Since no new cars have been imported during recent years and since old cars have not been overhauled satisfactorily, hand breaks in several cars are alleged not to be in proper working condition. It may be noted, however, that there is testing of breaks by the Police Department at the time of issuing the licenses and the opinion of the drivers must therefore be treated with caution.

(d) There is no protection against rain, as all the sides of the driver's platform are open and as there is no glass protector except in a few cars. This exposure to sun and rain makes the drivers liable to frequent ailments of cold, cough and fever.

(e) Nor is there any protection against dust. The company does not supply goggles to drivers. Some of them complained that their eyes are badly affected.

(f) Drivers have to keep standing in the same posture for eight hours at a stretch and this causes swelling of legs in the case of anaemic persons.

(2) *Conductors.*—In single cars, there is only one conductor for issuing tickets. He is not able to cope with the heavy traffic during office hours and in the evening, though wrong punching or shortage of cash and the non-issuing of tickets are severely punished by the Company. There are two conductors in all bogie cars, but if one of them happens to be on leave and if no substitute is available, only one conductor has to manage the whole traffic. Conductors are not allowed to carry any private cash with them even for buying their tiffin or meals.

In addition to the points noted above, drivers and conductors experience the following common difficulties :—

(a) Much time is lost in coming to and going from the place of work. The ' actual ' hours of work are therefore much more than the scheduled 8 hours.

(b) The 10 minutes' time allowed for *chota hazri* in the morning is insufficient.

(c) Shelters provided for taking meals in different parts of the city are insufficient and inadequately provided with amenities.

(d) No wages are paid for the ' 4 off-days ' granted to them in a month.

(e) Until April 1944, conductors and drivers were allowed to arrange for ' mutual exchange ' of shift duties among themselves after informing the office. This has been stopped by the management since April 1944, on the ground that it leads to confusion, besides making it difficult for the office to locate the responsibility for any accident for the car or for passengers upon the persons actually responsible for the same.

(f) The uniform supplied at present (one cap, 2 coats and 2 pants per year) is insufficient and no ' washing allowance ' is given.

(g) Upto April 1944, conductors and motormen were paid overtime wages for all work done over and above 54 hours per week. But after the introduction of the system of 70 hours of work in the week, and the provision that every one should take one day off compulsorily on the 8th day, there is no scope for overtime earnings at enhanced rates, because they are now paid only at the normal rates of wages upto 70 hours per week.

(3) *Line cleaners.*—(a) No uniform or footwear is supplied to them.

(b) Tools for line-cleaning are to be procured by the workers themselves —the difficulty of securing iron parts for the cleaning brush is felt very keenly at present.

(c) No goggles are supplied as protection against dust. Nor are any rain coats supplied.

Shelters.—In the workshop section, there is a tiffin shed (47 ft. × 36 ft.), roofed with corrugated sheets. There are two taps attached to it, but most of the employees prefer to take their meals in the open rather than in the shed.

For the workers in the traffic department, 9 covered sheds* have been built on all important routes and the following table gives the details regarding the amenities available in each :—

TABLE LXXVIII.

Location.	Area (in Sq. ft.)	Provision for taking meals.	Telephone.	Lavatory.	Tap.	Remarks.
1. Parry's corner ..	104·25	Provided	1	*Nil*	*Nil*	
2. Customs House ..	401·5	,,	1	1	1	
3. Royapuram ..	388	,,	*Nil*	1	1	
4. Washermanpet ..	123·12	,,	1	*Nil*	*Nil*	
5. Ice House Road ..	9	,,	1	..	1	Pointsman's Bunk.
6. Broadway ..	115	Not provided	*Nil*	*Nil*	*Nil*	Intended for the shroofs.
7. altax Road ..	100	Provided	*Nil*	*Nil*	*Nil*	
8. Luz Church Road ..	171	,,	1	1	1	
9. Chintadripet ..	14	,,	*Nil*	*Nil*	*Nil*	Intended for the flagman.

Under the A.R.P. scheme, the Company has built a few shelters within its premises. There are altogether 6 blocks of such shelters—3 near the workshop, 1 near the blacksmithy section, and 2 near the winding department. Under the same scheme, two fire engines have been stationed and 100 workmen enrolled as volunteers.

Welfare Activities.

There are 4 flush latrines with 39 seats. These are kept clean. There are, however, no separate urinals either for men or for women. These latrines are situated at the western end of the workshop and are therefore not easily accessible to the workers in the carshed department. There are no washing facilities except the provison of taps, which are located at different places—one near the workshop, 2 near the tiffin shed, one near the winding department and one by the side of an A.R.P. shelter. No cool water is supplied in summer and workers use only the tap water for drinking purposes.

There is a dispensary attached to the two allied concerns namely the Madras Electric Tramways and the Madras Electric Supply Corporation under the charge of a wholetime L.M.P. Doctor who is paid a monthly salary of Rs. 200. He is available at the dispensary from 7 A.M. to 11 A.M. and from 1 P.M. to 4 P.M. on all days of the week except Sunday afternoon. Two compounders are also attached to the dispensary, who work by turns. The system of medicine is allopathic.

A detailed analysis of the cases treated in the dispensary for a period of 6 fortnights from 15th September 1944 to 30th November 1944 is shown in Table LXXIX :—

* Called bunks' in Madras.

Table LXXIX.

Analysis of cases treated in the dispensary from 15-9-44 to 30-11-44 (Data prepared by the Doctor in charge of the dispensary).

Fortnight ending with

	15-9-1944.								30-9-1944.							
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	Total.	(1)	(2)	(3)	(4)	(5)	(6)	(7)	Total.
M. E. T.																
Traffic	21	..	15	45	.	102	28	211	27	2	41	41	..	108	40	259
Workshop	32	..	39	45		309	46	471	16	..	49	58	..	264	67	454
P. W. D.	5	..	2	2	..	65	17	91	3	..	4	1	..	57	5	70
Office	5	..	9	6	..	19	15	54	8	..	11	5	..	21	10	55
Total ..	63	..	65	98	..	495	106	827	54	2	105	105	..	450	122	838

	15-10-1944.								30-10-1944.							
M. E. T.																
Traffic	159	4	30	88	..	102	74	457	90	3	54	82	..	200	140	569
Workshop	52	..	70	55	..	351	98	626	31	..	48	60	..	258	105	502
P. W. D.	4	..	4	..	..	54	16	78	4	..	8	4	..	38	13	67
Office	22	1	9	18	..	17	13	80	3	..	1	..	..	21	3	28
Total ..	237	5	113	161	..	524	201	1,241	128	3	111	146	..	517	261	1,166

	15-11-1944.								30-11-1944.							
M. E.T																
Traffic	54	1	38	123	..	99	132	447	63	2	33	76	..	112	89	375
Workshop	33	2	42	42	..	210	71	400	47	4	50	85	..	316	77	579
P. W. D.	5	..	11	3	..	73	7	99	9	..	8	2	..	38	23	80
Office	2	2	..	7	..	6	11	28	5	1	..	15	..	6	23	50
Total ..	94	5	91	175	..	388	221	974	124	7	91	178	..	472	212	1,084

References for figures within bracket :—

(1) Diseases of the nervous system.
(2) Diseases of the circulato y system..
(3) Diseases of the Respiratory system.
(4) Diseases of the Digestive system.
(5) Diseases of the urinary system.
(6) Cuts and injuries.
(7) Miscellaneous.

A study of the data in this table shows :—

(1) that the average number of cases treated per fortnight is 1,236,

(2) that the number of cases treated is the highest in October, (the rainy month) among the workers in the traffic department obviously because of their exposure to rain.

(3) that in all the other months, the largest number of cases treated belong to the workshop section, cuts and injuries being responsible for the same,

(4) that no cases of diseases of the urinary system have been reported during these 3 months.

The doctor says that he has treated swelling of legs in the case of a few anaemic persons among drivers (caused by their constant standing posture), but that none of the other diseases treated by him in the dispensary can be considered to be occupational in character.

When new recruits are selected, there is a regular medical examination. In addition, there is also an eye test for drivers once a year conducted by the eye surgeon of the Government Opthalmic Hospital, Madras. There is no periodical medical examination for other types of workers.

The cost of medicine supplied from January to December 1944 is shown in the following statement :—

	Rs.	As.	Ps.
January to March	453	15	0
April to June	378	8	0
July to September	463	10	0
October to December	517	2	0
Total ..	1,813	3	0

The management has not provided any canteen for its workers in any of the departments. Nor is there any *crecha* for women workers. No facilities are provided for the education of workers' children.

Grainshop.—The management has started a grainshop. It is open during the working hours. Rice, wheat and black gram are supplied at controlled rates. The number of ration cards registered with the shop is 1,364 and, on an average, 600 bags of rice are sold every month. Sales during December 1944 (upto 28-12-44) amounted to Rs. 19,193|1|3. The godown and office rooms for the shop have been provided free of rent by the management.

Co-operative Credit Society.—The Company started on 17th March 1943 a co-operative society for the benefit of its workers. According to the latest audited statement, the number of members is 957 with 5,006 shares and a total paid-up share capital of Rs. 24,430. The office room is provided by the management free of rent, and, upto the end of 1943, it paid also the salary of the clerk attached to the society. The maximum borrowing power of individual members is Rs. 200. At the end of the last co-operative year (30th June 1944), the amount of long term loans disbursed to members was Rs. 8,300 and the society has earned so far a net profit of Rs. 1,824|3|-.

Trade Unions.

Workers in the Madras Electric Tramways (M.E.T.) and the Madras Electric Supply Corporation have organised themselves into a single trade union. It was started in September 1935 and registered in June 1936. There was, however, an earlier union in existence which had been started in 1918 and recognised by the management. After the strike of 1937 (to be referred to below) the two unions were amalgamated into one. The present membership of the union (as on 31-12-1944) is 1,714.

The monthly subscription is 4 annas for adult males whose daily wages are 14 annas and above and 2 annas for others. Women members pay only one anna per month. The affairs of the union are managed by an executive committee consisting of a president, two vice-presidents, one general secretary, one assistant secretary, one treasurer, one publicity officer, and 20 other members, all elected by the general body. All but three among the members of the executive are workers. By successful negotiation with the management, the union has been able to secure the following concessions for its members :—

(1) Increase in the period of privilege leave for permanent workers from 15 to 21 days.

(2) The opening of a new dispensary and a tiffin shed at Basin Bridge for the benefit of the Madras Electric Supply Corporation workers. However, there has been no agreement whatsoever regarding wages, terms of service, etc., between the union and the management.

Works Committee.

Since the beginning of 1944, the Agent of the Company has made an attempt to constitute a works committee for the workers. Four meetings of the committee were held from January to May. Subjects like absenteeism, the appointment of two conductors for bogie cars, the revision of dearness allowance and the payment of wages for the four off days in the month for conductors and motormen were discussed. The workers' union is opposed to it as it is likely to undermine its own influence. There have been no meetings of the Works Committee since May 1944.

Strikes.

During the last 15 years, there was only one strike in the Madras Electric Tramway Company. The following account, taken from the Administration Report of the Madras Labour Department for the year ending 31st March 1937, describes briefly the causes and results of the strike :—

" A section of the employees of the M.E.T. started the Madras Tramway and Electric Supply Workers' Association in 1935, as a rival union to the Madras Electric Tramways and Supply Corporation Employees' Union started in 1918 and recognised by the management. Due to the non-recognition of the new union by the management and the dismissal of the secretary of the union for insolent and impertinent behaviour, about 250 conductors and motormen struck work on the morning of 2nd March 1937. The service was maintained with the help of workshop-men, inspectors, and ex-employees. Fifty strikers voluntarily returned to work on 3rd March 1937. Twenty-five strikers returned to work on the morning of 7th March 1937 and the rest resumed work on the morning of 8th March 1937, subject to the following conditions :—

(1) a fine of 3 days' pay to be imposed on the strikers,
(2) they should be on probation for a period of 3 months,
(3) their increments should be stopped for a year, and
(4) they should lose their seniority.

" The Secretary and 7 others whose record was continuously unsatisfactory were not taken back ".

The union, however, succeeded in getting relief under the Trade Disputes Act of 1929. The Government of Madras appointed a High Court Judge as an arbitrator and referred the dispute to him. The arbitrator gave his decision in favour of the union and held that the Company had victimised its employees on account of their association with it. The management reversed all its previous decisions and took back all the vicitimised employees.

Safety Acts, etc.

Only the workshop and the car shed departments come under the Indian Factories Act of 1934. All the provisions of the Act have been complied with

in these departments as no remarks (except one with regard to the lime-washing of walls) have been made in the Factory Inspection Book during the past 10 years. The dates of visits of the Factory Inspector are given below :—

23-7-1934	14-3-1939
2-8-1935	6-4-1940
21-1-1936	1-3-1941
27-4-1937	30-5-1942
22-10-1937	9-2-1943
29-3-1938	7-7-1944

The provisions of the Electricty Act, the Payment of Wages Act and the Workmen's Compensation Act are duly observed. Abstracts of these Acts are displayed in prominent places. No cases of occupational diseases have been reported during the last 10 years.

Accidents.—No major accidents occurred in the concern in 1944. The total number of minor accidents was 170 and the total compensation paid amounted to Rs. 747|10|3.

General.

The Company has started a provident fund scheme for its employees. The total number of members contributing to the provident fund as on 30th November 1944 is 1,011. According to the latest audited statement (30th June 1944) the aggregate amount contributed by the employees (at the rate of one anna in the rupee of their monthly wages) is Rs. 197,760|5|5 and an equal amount has also been contributed by the management. The rate of interest varies from 2-1|2 pies to 3-1|2 pies per rupee per annum according to the interest earned from investments which are all in government securities. The important condition attached to contribution by the employer is the good behaviour of the employee. Rule 19 of the Provident Fund Rules empowers the management to pay only the aggregate amount subscribed by the employee in case of his dismissal, irrespective of the length of his service and the worker, who voluntarily retires after a continuous period of less than 5 years' service, will be paid only his own contribution together with the interest thereon standing to his credit at that time. In case of retirement between 5 and 10 years of service, the employee is paid only half the amount of contribution by the company together with the interest thereon The full amount of the employer's contribution is given only in cases of continuous service for a period of 10 years or more.

Gratuities.—Before the introduction of the provident fund on 1st July 1931, the Company had a scheme of gratuity for its workers started as early as January 1920. Workers, who were on the gratuity fund on 1st July 1931 had the option of becoming members of the provident fund, though none was allowed to enjoy the benefits of membership in both. At present, there are only 34 members of the gratuity fund. The aggregate amount standing to their credit as on 31st December 1944, was Rs. 84,250.

There is no pension scheme.

Civil Condition.

The sample enquiry into the civil condition of workers employed in Tramways in Madras covered 133 workers. Of these, 132 were literate. 125 were Hindus, 7 Muslims and one Christian. Of the total sample, 113 were married.

Dependency.—The number of samples without any dependants to support was 3 only. The number of dependants supported by the remaining 130 samples is shown in Table LXXX. The total number of dependants was 589 which gives

4.5 as the average number of dependants on samples other than those without dependants :—

TABLE LXXX.

Showing the size of the family.

Number of dependants ..	*Nil*	1—2	3—4	5—6	7 and above.
Number of families	3	23	45	45	17

Indebtedness.

The total amount of debt on indebted persons was Rs. 32,050. This debt was payable by 99 samples, of whom none was without dependants. Thus, 74.4 per cent. of samples were in debt and the average amount of debt on indebted persons was Rs. 324. As in the case of other classes of workers, it is seen from tables LXXXI and LXXXII that indebtedness, both in its incidence and frequency, tends to increase with the size of the family. Among larger families, the incidence of debt is both heavy and more widespread than in smaller families :—

TABLE LXXXI.

Showing indebtedness of families according to the number of dependants.

Number of dependants ..	*Nil*	1—2	3—4	5—6	7 and above.	Total.
Number of families	..	12	35	37	15	99
Amount of debt (Rs.)	..	2,650	11,970	11,530	5,900	32,050
Average amount of debt per indebted family (Rs.)	..	221	342	312	393	324

TABLE LXXXII.

Showing percentage of families in debt.

Size.	Percentage.
No dependants	..
1—2	52·2
3—4	77·7
5—6	82·2
7 and over	88·2
All families	74·4

Table LXXXIII shows the distribution of indebted persons according to the amount of debt. The high *per capita* indebtedness is revealed by this table at a glance, for over 80 per cent. of indebted persons are in the two largest groups :—

TABLE LXXXIII.

Showing distribution of indebted persons according to the amount of debt.

Number of persons in debt.		Number of persons free from debt.		Debt between Rs. 1—50.		Debt between Rs. 51—100.		Debt between Rs. 101—200.		Debt over Rs. 200.	
No.	%age to total.	No.	%age to total.	No.	%age of persons in debt.	No.	%age of persons in debt.	No.	%age of persons in debt.	No.	%age of persons in debt.
99	74·4	26	25·6	..	..	17	17·2	35	35·4	47	47·4

Analysis of indebtedness according to its causes is shown by table LXXXIV. Altogether 120 loans were taken by 99 indebted persons on various occasions. Of these, over 81 per cent were for financing marriages and domestic needs. They accounted for over 76 per cent. of total indebtedness. Loans for litigation, sickness, expenditure or outlay on death ceremonies were remarkably small. Ancestral debt was responsible for over 10 per cent. of debt interest but it was confined to two samples only.

TABLE LXXXIV.

Causes of debt.	Number of loans taken.	Percentage of all loans.	Amount of debt. (Rs.)	Percentage of total debt.	Average amount of debt (Rs.)
All causes	120	100	32,050	100	324
Marriage	25	20·8	8,770	27·4	351
Sickness	9	7·5	1,450	4·5	161
Death	7	5·8	850	2·7	121
Litigation	1	0·9	1,000	3·1	1,000
Purchase of land ..	3	2·5	810	2·5	270
Domestic needs ..	73	60·8	15,770	49·2	216
Miscellaneous ..	..	..	..	..	..
Ancestral	2	1·7	3,400	10·6	1,700

Table LXXXV gives an indication of the burden of interest charges on indebted persons. Only 3 per cent. of toal debt was interest free. Nearly 70 per cent. of it paid interest below 12-1|2 per cent. :—

TABLE LXXXV.

Showing rates of interest paid on loans.

Rate of interest.	Free from interest.	Up to 6¼%.	6¼% to 12½%.	12½% to 18¾%.	18¾% to 37½%.	Over 37½%
Amount of debt in Rupees ..	950	5,960	18,170	2,100	3,520	1,350
Percentage of total debt. ..	3·0	18·6	56·2	6·5	11·0	4·

Housing.

The survey of the housing condition of Tramway workers in Madras covered 96 dwellings of which, as table LXXXVI shows, 90 or 93.8 per cent. were one-room dwellings, comprising 104 rooms in which the number of occupants at the time of enquiry was 475. Thus the average density of occupancy in the dwellings covered was 4.6 persons per room of an average area of 82 square feet :—

TABLE LXXXVI.

Showing number of dwellings of different sizes.

Size.	Number of dwellings.	Percentage of total.
One room	90	93·8
Two rooms	5	5·2
Three „	..	..
Four „	1	1·0
Total ..	96	100·0

As table LXXXVII shows, the density of occupancy in one-room dwellings was 5 persons per room or 0.4 persons higher than the average density for all dwellings. The percentage of rooms subject to this high density, as

table LXXXVIII indicates, was 86.5, but the percentage of occupants subject to the density was still higher at 94.3. It follows that the great majority of workers were living 5 to a room on an average :—

TABLE LXXXVII.

Showing density of occupancy in dwellings of different sizes.

Size of dwellings.	Number of dwellings.	Number of rooms.	Number of occupants.	Density of occupancy.
One room	90	90	448	5·0
Two rooms ..	5	10	22	2·2
Three „ ..	..	..	..	..
Four „ ..	1	4	5	1·3
Total ..	96	104	475	4·6

TABLE LXXXVIII.

Size of dwellings.	Percentage of habitable rooms to the total number of rooms.	Percentage of occupants to total number of occupants.
One room	86·5	94·3
Two rooms	9·6	4·6
Three „	..	..
Four „	3·9	1·1
Total ..	100·0	100·0

The nature and extent of amenities enjoyed by the dwellings covered by the survey are shown in tables LXXXIX (a) and (b). None of the houses had any subsidiary accommodation to supplement living rooms. Verandahs were found in 65.6 per cent. of dwellings, courtyards in 2.1 per cent. only. More than two thirds of the dwellings had no kitchens, which means that the majority of workers had to do their cooking in their living rooms or verandahs wherever available :—

TABLE *LXXXIX* (a).

—	Subsidiary Rooms.		Verandah.			Courtyard.			Kitchen.		
	Number of rooms.	Number of dwellings.	With		Without.	With.		Without.	With.		Without.
			No.	%		No.	%		No.	%	
All dwellings ..	*Nil*	*Nil*	63	65·6	33	2	2·1	94	23	24·0	73
One-room dwellings	„	„	61	67·8	29	..	..	90	22	24·4	68
Two room dwellings	„	„	2	40·0	3	1	20·0	4	1	20·0	4

Contrary to expectation, bath rooms were found in 13.5 per cent. of dwellings, the majority of which were one-roomed. The percentage is rather small, but it presents a contrast with reports from many other centres, which showed that the complete absence of bath rooms was almost a universal phenomenon.

Table LXXXIX (b).

	Bath Rooms.			Latrines.			Water Supply.			Electricity.			Drainage.			Ventilation.		
	With.		Without.	With.		Without.	With.		Without.	With.		Without.	Satisfactory.		Unsatisfactory.	Satisfactory.		Unsatisfactory.
	No.	%		No.	%		No.	%		No.	%		No.	%		No.	%	
All dwellings	13	13·5	83	33	33·4	63	72	75	24	..	..	All	9	9·4	87	..	..	All
One-room dwellings ..	12	13·3	78	27	30	63	67	74·4	23	..	..	„	7	7·8	83	..	..	„
Two-room dwellings ..	1	20	4	5	100	..	5	100	..	..	..	„	2	40·0	3	..	..	„

34.4 per cent. of dwellings had latrines, almost all of which were independent and private. The occupants of other dwellings had to resort to public latrines. Water supply facilities were confined to common private taps in the case of 75 per cent. of dwellings. The others had to resort to public taps.

No house was fitted with electric light. In respect of ventilation, all dwellings are described as very unsatisfactory while less than 10 per cent. of dwellings enjoyed satisfactory drainage facilities.

Bus workers in Madras City.

The motor bus has become an exceedingly cheap, flexible and convenient means of passenger transport both in the city and the countryside. The development of suburbs in recent years has indeed intensified this need and it may be stated confidently that this progress is bound to be accelerated during the post-war period. But the existing services cannot be said to be either adequate or efficient. The suburban railways do not greatly benefit the congested parts of the city. The available mileage of tramway is only 33 and the routes covered are also confined to only a few parts of the city. Hence the motor bus is left as an important agency of public transport catering to the needs of passenger traffic in different parts of the city.

From the data given in Table XC it can be seen that there are, in all, 113 buses plying within the limits of the city of Madras, covering a total route mileage of 88.9. Needless to point out that the service requires further expansion to meet the increasing needs of passenger transport in the city :—

TABLE XC.

Serial No. of the route.	Route.	Code No. of the bus companies and the number of buses permitted in each route for each company.				Distance in miles between the termini of each route.
		1	2	3	4	5
1	Triplicane to Parry's corner ..	10	..	..	..	3·6
2	Triplicane to Mint Buildings ..	4	..	4	..	4·5
3	Mylapore to Parry's corner ..	..	..	..	16	6·0
4	Mylapore to Royapuram ..	..	..	..	5	8·6
5	Adyar to Parry's corner	..	..	..	5	7·9
6	M.U.C. to Tondiarpet	..	..	..	4	4·1
7	Perambur to Parry's corner (via central station)	..	..	15	..	6·4
8	Perambur to Parry's corner (via Basin Bridge)	2	..	2	2	5·7
9	Tyagaraja Nagar to Parry's corner (via Egmore Rly. station) ..	..	8	..	..	7·4
10	Tyagaraja Nagar to Parry's corner (via Pantheon Road)	..	4	..	..	7·4
11	Tyagaraja Nagar to Parry's corner (via Mount Road)	..	4	..	..	6·3
12	Tyagaraja Nagar to Triplicane (via Luz Church Road)	..	6	.	..	4·9
13	Tyagaraja Nagar to Triplicane (via Pycrofts Road)	2	2	..	..	4·7
14	Kellys' Road to Mint	3	..	3	..	3·7
15	Amji Karai to Parry's corner ..	..	..	6	..	4·4
16	Kelly's road to Mount Road ..	..	..	6	..	3·3
	Total ..	21	2	36	32	88·9

Units selected.—For a survey of labour conditions among the bus workers, five* bus companies which operate in *the city and its suburbs* have been taken up within the orbit of this inquiry.

Employment.

From the data given in Table XCI below, it can be seen :—

(1) that there has been an increase of employment both in the transport and the workshop departments of two of the bus companies for which alone data are available for comparison between August 1940** and December 1944, and

(2) that, taking into consideration the total employment at the time of the present enquiry in December 1944, workers in the transport department constitute nearly 70 per cent. of the total number of workers ; the workshop department being responsible only for the balance of about 30 per cent.

TABLE XCI.

Serial number of Company.	Transport.			Workshop.		
	August '40.	December 1944.	Increase (+).	August '44.	December 1944.	Increase (+).
1	165	182	+17	58	63	+5
2	185	214	+29	43	175	+132
3	..	84	..	..	96	..
4	..	455	..	..	110	..
Total ..	..	935	..	..	444	..
Percentage ..	..	67·8	..	..	32·2	..

The entire labour force is employed and paid directly, there being no contract labour in any form either in the workshop or in the transport department. All workers are adult males and there is no employment of either women or children.

Length of service.—No records are maintained by any of the bus companies and hence the following data given by the managements of two companies should be regarded only as an approximate estimate of the length of service of the operatives as in January 1944 :—

TABLE XCII.

Serial number of Company.	Year of starting the concern and department.		Between 0 and 1 year.	Between 1 and 5 years.	Between 5 and 10 years.	Over 10 years.
1	1938	Workshop	76	15	5	Nil.
		Transport	11	*Nil*	73	Nil.
2	1935	Workshop	66	100	25	Nil.
		Transport	31	100	20	Nil.

*It may be noted here that one company has been taken over since April 1944 by another with the result that the actual number of units for enquiry is only four. Its indentity, as a separate unit, is however kept up temporarily for the purpose of registration in the Police Department. One of the bus companies operates in the suburbs of Madras.

**Data for August 1939 are not available.

Apprenticeship, promotion, etc.—There is no system of aprenticeship in any of the four units either for supervisory or for ordinary posts. Nor is there any system of graded or time-scale promotion. All increments in wages both in the workshop and the transport sections are determined (according to the statements of the managements concerned) on the basis of the merits of each individual. The president of the Madras Motor Bus Drivers' Association in his memorandum, however, alleges that promotion is not based on merit or period of service but on nepotism.

Permanent and temporary workers.—There is no classification of workers as temporary and permanent though the workers, through their trade union, demanded and bus owners also agreed as early as 1940 to confirm all the staff according to the order of seniority*. In fact, as per conditions laid down in the service agreement form of one of the bus companies, workers are liable to be dismissed at any time without notice. The president of the Madras Motor Bus Drivers' Association says that jobbers play an important role in such dismissals as they take bribes from the applicants for appointments and " as each new appointment brings them fresh bribes ".

Labour turnover.

As there are no service records of employees, data relating to labour turnover had to be collected only from the attendance registers and pay rolls. The data so collected in respect of one of the sampled units show that 55 out of a monthly average of 148 workers in the Engineering Department and 20 out of a total of 128 workers in the Transport Department were actually dismissed during the course of one year (1943). In another company, during the same period (1943), there was a turnover of 22 out of 74 in the Engineering Department and 39 out of 113 in the Transport Department. No details are shown either in the attendance register or in the pay roll whether they were dismissed or left the service voluntarily. A third bus company dismissed all its regular and recognised staff of inspectors, when they demanded an increment in their wages.

Absenteeism.

The attendance registers and pay rolls constitute the only source of information for calculating absenteeism but no details are available therein for studying the causes thereof. The data in table XCIII with regard to absenteeism among different classes of workers in the workshop and the traffic departments of one of the bus companies for the last quarter in two different years (1943 and 1944) show that,

(i) the highest percentage of absenteeism is among the conductors,

(ii) the next highest percentage is among the drivers,

(iii) absenteeism is lowest among the inspectors, and that

(iv) there has been a decline in absenteeism in 1944 as compared with 1943.

Conductors, it is admitted by all, earn a fairly large income by irregular methods, such as non-issue of tickets. As their earnings are larger, it is said that they frequently absent themselves for the sake of relaxation. The drivers questioned by me said that absenteeism among them is due to their frequent illness.

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*As per Agreement dated 23-12-40, to be referred to in the section on Trade Union.

TABLE XCIII.

Showing absenteeism among different classes of workers in one of the bus companies of Madras.

	1943.									1944.								
	October.			November.			December.			October.			November.			December.		
	(1)	(2)	(3)	(1)	(2)	(3)	(1)	(2)	(3)	(1)	(2)	(3)	(1)	(2)	(3)	(1)	(3)	(3)
Conductors	1271	419	33·0	1260	396	31·4	1395	504	36·1	1829	495	27·1	1830	425	23·2	2480	464	18·7
Drivers	1054	208	19·7	1080	237	21·9	1240	240	19·4	1736	158	9·1	1620	179	11·0	2108	205	9·7
Workshop	2511	375	14·9	2648	500	18·9	2294	344	15·0	2077	261	21·6	1860	165	8·9	1953	148	7·6
Inspectors	1240	93	7·5	1080	73	6·8	1116	100	9·0	1147	138	12·0	1050	90	8·6	1054	97	9·2

References for figures within brackets :—

(1) Total number of man-days.

(2) Total number of man-days lost.

(3) Percentage of absenteeism.

Standing Orders.

There are no standing orders governing the relationship between the employers and the employees in any of the bus companies, though the bus owners agreed to draw up the necessary orders as early as 1940.

Labour Officer.

There is no labour officer in any of the bus companies.

Wages and Earnings.

Wages for all classes of workers both in the transport and workshop departments of all the bus companies are paid on a daily basis. The rates of wages are shown in table XCIV. No changes have occurred in these basic rates of pay:—

TABLE XCIV.

Showing daily wage rates in 1944.

Serial number of bus Co.	1		2		3		4	
	Maximum.	Minimum.	Maximum.	Minimum.	Maximum.	Minimum.	Maximum.	Minimum.
Traffic Deptt.—	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Drivers	1 6 0	1 6 0	1 5 2	1 3 2	1 8 0	1 3 4	1 4 3	1 2 8
Conductors	0 14 0	0 14 0	0 14 0	0 12 0	1 0 0	0 13 1	0 15 0	0 11 0
Inspectors	No inspectors.		0 8 0	0 8 0	1 13 4	1 0 0	0 12 9	0 6 5
Workshop Deptt.—								
Mechanics	2 1 0	0 12 0	2 2 0	1 8 0	3 5 4	0 13 4	1 12 0	0 12 0
Fitters	1 8 0	0 8 0	1 8 0	1 0 0	1 2 0	0 12 0	1 12 0	0 12 0
Cleaners	0 10 0	0 4 0	0 10 0	0 6 6	0 10 8	0 5 4	0 6 4	0 2 8
Carpenters	1 8 0	1 0 0	1 6 0	1 0 0	1 8 0	0 10 0	1 2 0	1 0 0
Painters	..	..	1 8 0	0 12 0	1 5 4	0 13 4	..	..
Tinkers	..	..	1 8 0	1 4 0	1 0 0	0 8 0	1 2 0	..
Welders	..	..	1 8 0	1 6 0	..	..	..	..

Allowances.—Dearness allowances were paid first in 1942 at the rate of Rs. 2, Rs. 3 and Rs. 4 per head per mensem for inspectors, conductors and drivers respectively. These rates have been revised to Rs. 12|12|- in 1944 for all these three categories of workers. Since January 1944, employees in the workshop department have also been given a dearness allowance of Rs. 7|8|- per month per head. Curiously enough, dearness allowances are shown as bonuses in the wages register as the latter term conveys a sense of a more generous treatment. At any rate, these dearness allowances are regarded only as temporary by the employers.

Bonus, in the real sense of the term, is being paid only in two bus companies. One of them pays a month's wages for those with a service of 12 months and more, and half a month's wages for those whose service is between 6 months and one year. The second bus company pays an annual bonus of 10 days' wages to all workers irrespective of their period of service. It also pays every month a special allowance, called 'merit allowance', to 4 drivers, 4 conductors and one inspector by rotation at the rate of Rs. 12|8|-, Rs. 5 and Rs. 5 per head respectively. One of the considerations for this merit allowance in the case of drivers is 'accident-free-driving'. This principle is not recognised in the other companies.

Principles underlying the wage rates.—The employers stated that they have not adopted any definite principles with regard to the fixation of wage rates and that they pay wages only according to the merit and ability of each individual worker.

Overtime.—Only one of the four workshops comes under the Factories Act and, there, overtime is calculated and paid for according to its provisions. There is, however, very little of overtime work done at present. In the other workshops, overtime work is done but wages are paid only at the ordinary rates. There are no registers for recording overtime.

The Traffic Departments do not come under the Factories Act, and hence there is no recognition of the principle of overtime wage. Drivers and conductors, who work over and above their normal hours of work are paid only at the ordinary rates of wages plus an extra *bhatta* of four annas per day. No special registers are maintained for recording overtime, though the necessary entries are noted in the wage sheets.

Deductions.—Deductions from wages are made only in respect of

(a) shortage of cash in the collections made by conductors,
(b) advance received during the course of the month, and
(c) loss of articles or damage to the property of the company.

Fines.—No fines are imposed at present though, prior to the general strike of 1941 to be referred to below, these were imposed very frequently for neglect of duty, careless work, leaving duty without permission, disobeying of orders, disorderly conduct, insubordination and failure to comply with traffic regulations. The present practice in all the bus companies is to issue warnings for such offences and to dismiss the worker, if there is no healthy effect.

Analysis of wages and earnings.—The enquiry into wages and earnings covered 5* establishments. The total number of workers employed in the occupations covered was 1,320 and the number of samples picked up was 385 or 29.2 per cent. The wage period to which the information relates was the month of November 1944 in respect of four and the month of September 1944 in respect of the fifth establishment. The following table shows average daily basic wages and net earnings of workers in the principal occupations. The principal occupations shown in the table accounted for 1,173 employees or

* Please refer to foot-note on page 95. The wage data for the two companies were collected separately.

88.9 per cent. of the total in all the occupations covered by the survey. These 1,173 employees in the principal occupations are represented by 330 samples, i.e., 28.1 per cent. :—

TABLE XCV.

Occupation.	Number of workers.	Number of samples.	Average daily basic wages.	Average daily net earnings.
			Rs. A. P.	Rs. A. P.
Drivers	381	166	1 4 1	1 12 1
Cleaners	173	29	0 7 0	0 13 10
Conductors I	257	39	0 13 7	1 5 11
Conductors II	131	12	0 11 3	1 2 7
Inspectors I	40	8	0 13 9	1 7 5
Inspectors II	59	19	0 8 1	0 15 2
Inspectors III	35	11	0 6 6	0 13 3
Time Keepers	26	10	0 8 0	0 14 10
Machanics I	38	24	1 10 1	2 2 7
Mechanics II	10	3	0 13 6	1 4 10
Electricians	7	5	1 10 1	2 3 0
Tinkers	16	4	1 3 8	1 10 7
	1,173	330		

It will be seen that the majority of workers had their basic wages below Re. 1 per day. Among the traffic staff only, the drivers were earning more than Re 1 per day by way of basic wages. Average daily net earnings are higher than average daily basic wages by 6 annas to 10 annas.

Wage Period.—Though all workers, both in the transport and workshop departments, are on a daily basis, wages are paid every month. There is no uniformity with regard to the date of payment. One company pays on the last working day of the month. Another company pays on the 7th day of the succeeding month. In the third company wages are paid on the 7th and the 10th of the succeeding month for the workshop and the transport departments respectively. In the fourth company, all workers are paid on any day between the 7th and the 10th of the succeeding month according to the convenience of the management.

Close days and holidays.—There is no close day either in the workshop or in the transport department of any of the bus companies. Even in the workshop of one of the bus companies which comes under the Factories Act, work is done up to the forenoon on Sunday. Nor are there any holidays with pay. There is no provision either for casual or for sick leave.

Working hours.

Workshop Department.—The hours of work are regulated only in one of the workshops which comes under the purview of the Factories Act. These are :—

Monday to Saturday	8-30 A.M. to 12-30 P.M.	4 hours.
	1-30 P.M. to 6 P.M.	4½ hours.
Sunday	8-30 A.M. to 2-30 P.M.	6 hours.

Those who work on Sundays are however given compensatory holidays. In the workshops of the other three bus companies, there is no regulation of working hours.

Transport Department.—In the transport departments, working hours for conductors and drivers are as follows :—

Serial number of Company.	Shift.	Hours.
1.	I	5 a.m. to 2 p.m. (9)
	II	2 p.m. to 10 p.m. (8).
2.	I	6-30 a.m. to 1-30 p.m. (7).
	II	1-30 p.m. to 9-30 p.m. (8).
3.	I	6-0 a.m. to 1-00 p.m. (7).
	II	1-0 p.m. to 9-00 p.m. (8).
4.	I	5-30 a.m. to 2-00 p.m. (8½).
	II	2-0 p.m. to 9-30 p.m. (6½).

From the data given above, it can be seen that drivers and conductors work a minimum of 6-1|2 hours and a maximum of 9 hours in each shift, without taking into consideration of course the time taken for coming to and returning from the place of work. The maximum of 9 hours' work in any one shift has been permitted by an order (No. Mis. 2230, dated 27-7-1944, Home Department of the Government of Madras). Should conductors and drivers choose to work of their own accord during the " off " period, or be compelled to work owing to the absence on leave of other workers, they are not given any overtime pay. They are merely given an extra *bhatta* of 4 annas per day. The president of the Madras Bus Drivers' Association points out that this competition for the *bhatta* of 4 annas is a positive menace to the travellers as overworked drivers are likely to drive rashly or carelessly and thereby cause accidents to vehicles and passengers.

Another point worth mentioning in this connection is the practice of giving drivers and conductors a bonus of Annas 8 to Rupee one, if the collections for the day by way of passenger fares exceed the normal or the average collections. The president of the Madras Bus Drivers' Association emphasises the dangers of this practice in the following terms : " Employers, in their eagerness to get a gangsters ' loot at the expense of the safety and convenience of the public encourage the workers to overload, to drive over-speed and to secure over-collections, and, unless the police are vigilant and dutiful, these excesses of the employers will never be checked or corrected ".

Working conditions.

Workshops.—As noted already, only one of the workshops comes under the purview of the Factories Act. The general working conditions here are quite satisfactory. In fact, the workshop buildings have been put up only recently and they satisfy the statutory requirements in respect of lighting and ventilation. There are, however, the following defects. The flooring of the open yard in front of the different sections of the building is *katcha* and produces a lot of dust. There are no hydrants, fire extinguishers or even fire buckets. There is no protection whatsoever for the air compresser machine, installed at the southern end of the building. There are 8 water taps for washing purposes and workers are made to use them for the purpose of drinking as well. Nor are any special arrangements made for the supply of drinking water in the different sections of the workshop. No cool water is supplied in summer. There are 6 latrines but there is not a single urinal. The work-

shops of the other three bus companies do not come under the Factories Act, though the number of workers employed in them (as in December 1944) ranges from 63 to 175. The following account gives a brief description of the general working conditions in each of these three unregulated workshops :—

Bus Company No. 1.—The workshop is located in a spacious but old building. The walls have not been whitewashed for years. Wood-work has also not been painted. In the repairing section, flooring is not cemented. There are no drainage arrangements for carrying waste water. The yard in front of this section is dirty and dusty with rubbish thrown pell-mell near the compound walls. The body-building shed is roofed with corrugated sheets, and as the whole shed is open on all sides, there is no protection against the glare of the sun either on the western or on the eastern side. Flooring in this section is of hard earth only and is not smooth or even, though arrangements are in progress for cementing it. There are 6 flush latrines in all, but there is not a single urinal. There are four taps for washing purposes, but there is neither hard flooring nor drainage for conducting the waste water. There is no provision whatsoever for the supply of drinking water, and all workers have to go to one common tap at a fair distance whence alone drinking water is available. The store rooms are exceedingly congested and ill-ventilated.

Bus Company No. 2.—The workshop of this bus company is also housed in an old building. The yard is dusty and dirty and all along the sides of the compound wall one can see rubbish and waste material thrown indiscriminately. On the western side of the shed, there is an overgrowth of weed and grass. The repairing and the cleaning sheds are roofed with corrugated sheets and as the roofing also is very low, the heat is indeed intolerable during midday hours. Flooring is broken all over and is littered with waste rags. There are only two latrines and two taps. There is no arrangement for the supply of drinking water.

Bus Company No. 3.—The workshop of this bus company is located in a newly-constructed shed. Portions of flooring still remain unfinished. Roofing is high and Mangalore tiles have been used for the purpose but, as there is no protection against the sun, workers complain of heat in the afternoon There are two latrines, but no urinals. No provision has been made for washing facilities excepting the installation of a hand-pump. No arrangements whatsoever exist for the supply of drinking water at the working places.

Transport Department.—Working conditions in the Transport Department may be reviewed briefly in respect of the difficulties experienced by the three classes of workers therein—namely, drivers, conductors and inspectors.

Drivers.—The main complaints of the drivers are the following :—

(a) There are no overtime wages and the extra *bhatta* for overtime (Annas 4) is insufficient.

(b) Changes in shift duties are not intimated in time with the result that workers have to waste much time in going to the office for getting the information.

(c) The driving of buses run on producer gas plant causes giddiness, loss of appetite and, in some cases, permanent derangement of the digestive system. The present allowance of As. 4 per day per head for driving these charcoal buses is woefully inadequate.

(d) The time taken for coming to and returning from the place of work is not taken into consideration in calculating the total hours of work

Conductors.—In addition to the time taken in coming to and returning from the place of work, conductors have to wait for about two hours every day in the office for paying their daily collections and settling the accounts.

Inspectors.—The main complaint of the inspectors is that their remuneration is not commensurate with their responsibilities.

There are no rest shelters or tiffin sheds for any of these three classes of workers.

Welfare activities.

Excepting the provision of a few elementary necessities such as latrines and washing facilities in a rather inadequate manner (as described in the previous section), none of the bus companies provides any facility whatsoever for medical aid, the supply of light refreshments through canteens or for the education of workers and their children. There is not even a grain shop in any of the companies.

Trade Unions and strikes.

At present, there are three trade unions among the bus workers in Madras city. The first is the Madras Motor Bus Drivers' Association. Though started as early as 1928, it was registered only on 9-3-1944. The monthly subscription is annas two per head. The affairs of the union are managed by an executive committee composed of a president, a vice-President a general secretary and four elected representatives from each of the four bus companies of Madras city. The total number of members in 1944 was 247. The most important achievement of this union is the drawing up of an agreement in December 1940 between the owners of bus companies and the bus workers. According to it, the bus owners agreed :

(1) to recognise the union and permit normal trade union activities,

(2) to draw up standing orders for the guidance of drivers and conductors in respect of their responsibilities to the bus companies,

(3) to provide uniforms for workers,

(4) to pay extra wages to drivers and conductors working on charcoal buses,

(5) to reduce fines to a reasonable level,

(6) to allow interest on security deposits given by workers,

(7) not to punish drivers and conductors on any uncorroborated report from any source or on the passengers' complaints, unless the passengers presented themselves at the time of enquiry, and finally

(8) to leave for arbitration the question of placing the workers on a monthly wage basis and granting them leave, bonus, provident fund and enhanced dearness allowance.

By mutual agreement, the Union and the Bus Owners' Association referred the points for arbitration to the Commissioner of Labour, Madras. With regard to wages, the first issue in the dispute, the Award dated 27-4-41 fixed a minimum pay of Rs. 36 per mensem for drivers with 2 or more years' of continuous service and Rs. 35 for others. It was also provided that all drivers should work for a maximum period of 54 hours a week. The minimum pay of the conductors was fixed at annas 12 per day of not more than 9 hours with suitable provisions for modifications in respect of those who were actually getting at that time 10 to 12 annas per day. Regarding the second issue (confirmation of the staff), the bus owners agreed to confirm the existing staff in the order of seniority. In respect of the third issue namely the grant of a special allowance to the staff working on charcoal buses, the owners agreed to pay 4 annas and 2 annas to drivers and conductors respectively. Moreover, the owners agreed to supply uniforms to conductors and drivers and give besides a washing allowance of 4 annas per head per month, though the latter

part of this concession was not one of the demands of the Union. As regards the grant of sick leave and casual leave, the bus owners agreed to give only 6 days' leave, though the demand of the union was for 15 days' casual leave and 15 days' sick leave.

The bus owners gave effect to the Award only in respect of fixation of wages, the payment of special allowances for workers in charcoal buses and the supply of uniforms. No action whatever was taken with regard to two of the fundamental demands of the Union, namely, the formulation of standing orders, the confirmation of workers and the grant of sick leave and casual leave, besides the reinstatement of a few victimised workers. The Union, according to the statement of the president of the Madras Motor Bus Drivers' Association, appealed to the Madras Government for the enforcement of the Award with no effect. Thereupon, it resorted to direct action—a strike. This lasted for four days. The bus owners succeeded in bringing workers from the mofussil. Some of the drivers and conductors, who returned to work voluntarily, were taken back but the rest were not reinstated even though they offered themselves for re-employment on employers' terms.

After the failure of the strike, the bus workers in one company were persuaded by their management to revive their own local union so as to serve as a rival to the Motor Bus Drivers' Association. This union was registered on 5-2-41, but it has not been doing any work. Its registers were not made available to my staff for scrutiny since, according to the statement of the present secretary, his predecessor had lost all the records. Nor does the present secretary maintain any records. He says that he collects a subscription of annas two per head per mensem from about 70 per cent. of the drivers and conductors in the service of the company and utilises the proceeds for the payment of 'death benefit' to the family of any worker who dies while in service. So far, according to his statement, only one such payment has been made to the extent of Rs. 50.

There is a 'Welfare Union' in one company. It is, however, not registered. Subscriptions are collected at the rate of annas 2 per head per mensem and the proceeds, according to the statement of the secretary, are utilised for running a night school for the children of workers.

Early in July 1944, another union was started and registered—Madras Motor Bus Inspectors' Association. During the short period of its existence, it has to its credit a substantial achievement, namely, a successful negotiation with the bus owners for its own recognition and the raising of the salary of the bus inspectors from Rs. 12 to Rs. 17|8|- per mensem with a dearness allowance of 2 annas per point in the cost of living index above 200.

Occupational diseases.

The bus drivers stated that the driving of buses predisposes them to piles, scabbies and lung diseases. The president of the Madras Motor Bus Drivers' Association, from his personal knowledge, says that several bus workers show a remarkable tendency to decrease in weight which could be prevented only by enabling them to eat better food, particularly fresh milk and vegetables. There is a need for a periodical medical examination.

Accidents.

In the workshop of one of the bus companies which comes under the Factories Act, one fatal accident occurred in 1944 for which full compensation was paid as per provisions of the Workmen's Compensation Act. A minor accident also occurred in the same year for which the management paid only wages to the injured workman during the period of his treatment in the hospital. There are no records of accidents in the unregulated workshops.

At present, there is no provision for the payment of compensation to drivers or conductors in case the buses in their charge meet with accidents, due to no fault of their own. From the statement in table XCVI (based upon the data compiled from the records maintained at the office of the Commissioner of Police, Madras), it may be seen that there is on an average one accident involving one motor bus every other day in the city of Madras and that some provision should therefore be made for paying compensation to workmen involved in it.

TABLE XCVI.

Showing the total number of road accidents (Col. 7) which occurred in Madras city during each fortnight upto the close of 15th December 1944 and the number of objects involved in each accident (Cols. 2—6).

1	2	3	4	5	6	7
Period ending.	Cars.	Lorries.	Buses.	Tram cars.	Fatal cases.	Total.
15-1-1944	5	11	1	3	2	50
31-1-1944	5	10	5	1	1	56
15-2-1944	4	9	6	2	1	48
29-2-1944	31	26	12	4	1	69
15-3-1944	9	27	9	13	2	61
31-3-1944	19	22	9	12	2	60
15-4-1944	23	22	12	15	2	67
30-4-1944	16	27	7	18	2	66
15-5-1944	8	25	2	10	2	43
31-5-1944	10	17	3	11	1	44
15-6-1944	19	27	8	17	2	66
30-6-1944	16	21	12	16	Nil	66
15-7-1944	16	32	5	18	3	57
31-7-1944	24	33	9	17	2	79
15-8-1944	22	31	6	9	5	63
31-8-1944	20	22	11	17	2	60
15-9-1944	23	36	11	22	Nil	74
30-9-1944	18	28	13	18	1	71
15-10-1944	12	30	5	15	1	67
31-10-1944	22	32	10	12	3	71
15-11-1944	18	22	12	13	1	60
30-11-1944	14	20	8	..	1	50
15-12-1944	15	39	8	8	4	68
	369	567	184	271	41	1,421

Total number of cases of accidents.

1940	1,803
1941	2,230
1942	1,546
1943	1,854
1944	2,108 (Upto 28th December 1944).

Civil Condition.

The sample enquiry into civil condition covered 115 workers. Of these, 106 or 98 per cent. were literate. Literacy was just a little less than what it was among tramway workers. There were 99 Hindus, 15 Muslims and one Christian.

Seventy nine of the samples were married, and the rest, with the exception of one widower, were all unmarried. The number of samples without any dependants to support was 3 only. Table XCVII shows the distribution of samples according to the number of dependants supported by them. The modal group is the family with 3 to 4 dependants. The total number of dependants on 112 persons was 472. This gives an average size of the family as 4.2, exclusive of heads of families. Owing to a large number of families in the group '5 to 6', the average number of dependants is higher than the size of the modal group :—

TABLE XCVII.

Showing size of the family.

Number of dependants.	Nil.	1-2.	3-4.	5-6.	7 and over.
Number of families	3	20	48	34	10

Indebtedness.

50 samples out of 115 were found to be in debt. Of these, one only was without any dependants to support and his debt of Rs. 500 was inherited by him. Table XCVIII shows the indebtedness of samples in different groups of dependency. There appears to subsist some correlation between indebtedness and the size of the family similar to that which has been noticed elsewhere.

TABLE XCVIII.

Indebtedness of families according to the number if dependants.

Number of dependants ..	Nil	1–2	3–4	5–6	7 and over.	Total.
Number of families ..	1	3	21	21	4	50
Amount of debt in Rs. ..	500	420	3,260	7,235	1,450	12,865
Average amount of debt per family (Rs.).	500	140	155	345	362	257

While table XCVIII shows the relation between the size of the family group and the size of debt, table XCIX shows the percentage of samples in debt according to the number of dependants supported by them. It is seen that, as the size of the family, i.e., the number of dependants increases, the average amount of debt as well as the frequency of indebtedness show an unmistakable growth.

TABLE XCIX.

Group.	Percentage of families in debt.
No dependants	33·3
1—2	15·0
3—4	43·8
5—6	61·7
7 and over	40·0
All families	43·5

Table C shows the distribution of indebted persons according to the amount of debt incurred by them. The percentage of persons in the higher classes of debt is as much as 70, indicating a higher *per capita* indebtedness.

TABLE C.

Showing the distribution of indebted persons according to the amount of debt.

Number of persons in debt.		No. of persons free from debt.		Debt between Rs. 1—50.		Debt between Rs. 51—100.		Debt between Rs. 101—200.		Debt over Rs. 200.	
No.	%age of total.	No.	%age of total.	No.	%age of persons in debt.	No.	%age of persons in debt.	No.	%age of persons in debt.	No.	%age of persons in debt.
50	43·5	65	56·5	8	16·0	7	14·0	13	26·0	22	44·0

An analysis of debt according to the causes of indebtedness has been attempted in Table CI. The preponderance of unproductive debt strikes the eye immediately. It is a feature of indebtedness common to all classes of workers in all centres. In this case, marriages and domestic needs account for as much 86 per cent. of loans and 77 per cent. of total debt. Ancestral debt, too, is a considerable item. But it is difficult to say that the extent of ancestral indebtedness as indicated in table CI is sufficiently representative owing to the small number of cases involved.

TABLE CI.

Causes of debt.	Number of loans taken.	Percentage of all loans.	Amount of debt (Rs.)	Percentage of total debt.	Average amount of debt (Rs.)
All causes	50	100	12,865	100·0	257
Marriage	7	14	1,750	13.6	250
Sickness	1	2	40	0·3	40
Death	1	2	50	0·4	40
Litigation	..	..	..	..	..
Purcahse of land	1	2	200	1·6	200
Domestic needs	36	72	8,125	63·1	226
Miscellaneous	..	..	..	..	..
Ancestral	4	8	2,700	21·0	675

The burden of indebtedness is indicated by table CII. Over 82 per cent. of the debt, including 16 per cent. which was interest free, was taken on interest below 12½ per cent. per annum. This is largely due to the facility with which workers in this trade were able to borrow from friends and landlords. Rates charged by these rarely exceeded 12½ per cent. On the other hand, much higher rates touching 150 per cent. were, it was revealed, being charged by moneylenders. The following table shows the rates of interest paid by indebted persons on loans taken by them :—

TABLE CII.

Rate of interest.	Free from interest.	Upto 6¼%.	6¼ to 12½%.	12½% to 18¾%.	18¾% to 37½%.	37½% and over.
Amount of debt (Rs.) ..	2,070	845	7,690	900	1,050	310
Percentage of total debt ..	16·1	6·6	59·8	7·0	8·1	2·4

Housing.

The survey of housing conditions of bus transport workers was undertaken separately and independently of the survey of housing condition of tramway workers. For purposes of the former survey, 75 dwellings were visited.

71 or 84.7 per cent. of these were one-room dwellings as indicated in table CIII :—

TABLE CIII.

Showing number of dwellings of different sizes.

Size.	Number of dwellings.	Percentage of total.
One room	71	94·7
Two rooms	4	5·3
Total ..	75	100·0

The total number of rooms in the dwellings covered was 79. These accommodated at the time of the enquiry 360 persons. The average area of rooms was 48 square feet and the average density of occupancy 4.6 persons per room.

TABLE CIV.

Showing density of occupancy in dwellings of different sizes.

Size of dwellings.	Number of dwellings.	Number of rooms.	Number of occupants.	Density of occupancy.
One room	71	71	339	4·8
Two rooms	4	8	21	2·6
Total	75	79	360	4·6

The density of occupancy was however larger than the average density in one room dwellings. Table CV shows that, while the percentage of rooms subject to this high density was 89.9, the percentage of occupants subject to it was higher still at 94.2 :—

TABLE CV.

Size of dwellings.	Percentage of habitable rooms to the total number of rooms.	Percentage of occupants to the total number of occupants.
One-room	89·9	94·2
Two-rooms	10·1	5·8
Total ..	100	100

Tables CVI (a) and (b) indicate the nature and extent of amenities enjoyed by the dwellings surveyed. Besides the existence of living rooms already indicated, no dwelling was provided with a subsidiary accommodation of any sort. Verandahs, however, were enjoyed by a fairly high proportion

of houses. Courtyards, on the other hand, were extremely rare, 5.3 per cent. only of all dwellings being in possession of them.

TABLE CVI (a)

	Subsidiary Rooms.		Verandah.			Courtyard.			Kitchen.		
	No. of rooms.	No. of dwellings.	With.		Without.	With.		Without.	With.		Without.
			No.	%		No.	%		No.	%	
All dwellings	Nil	Nil	67	89·3	8	4	5·3	71	68	90·7	7
One room	Nil	Nil	63	88·7	8	1	1·4	70	64	90·1	7
Two-rooms	Nil	Nil	4	100	..	3	75	1	4	100	..

The number and percentage of dwellings provided with kitchens were unusually high. The majority of occupants in the dwellings covered were thus spared the necessity of doing their cooking in their living rooms or verandahs. Bath rooms were conspicuous by their absence. One dwelling alone had this amenity.

TABLE CVI (b).

	Bath room.			Latrine.			Water supply.			Electricity.			Drainage.			Ventilation.		
	With-		Without.	With.		Without.	With.		Without.	With.		Without.	Satisfactory.		Unsatisfactory.	Satisfactory.		Unsatisfactory.
	No.	%		No.	%		No.	%		No.	%		No.	%		No.	%	
All dwellings	1	1·3	74	53	70·7	22	75	100	..	Nil	Nil	75	Nil	Nil	75	2	2·7	73
One room dwellings	1	1·4	70	51	71·8	20	71	100	..	Nil	Nil	71	Nil	Nil	71	1	1·4	70
Two room dwellings	..	..	4	2	50	2	4	100	..	Nil	Nil	4	Nil	Nil	4	1	2·5	3

Latrines were found in 70.7 per cent. of dwellings. But all these were common, that is to say, they were shared by a number of neighbouring houses. All of these dwellings enjoyed common water supply outside their premises. Not one had independent supply. In none of the dwellings electricity was laid. Drainage of all the houses has been described as unsatisfactory while in respect of ventilation the majority of dwellings have been placed in the same category.

PART V.

SUMMARY AND CONCLUSIONS.

Karachi, Bombay, Calcutta and Madras were the four port towns sampled for the purpose of an *ad hoc* survey of labour conditions in tramways and buses. Tramways are legal monopolies ; there is one tramway company at each of the sampled centres. So far as bus services are concerned, their number varies from place to place. The entire position in respect of buses in the sampled centres is tabulated as under :—

TABLE CVII.

Centre.	Karachi.	Bombay.	Madras.	Calcutta.
Number of bus companies in each centre	6	2	5	13

All the trams and bus services in these centres were brought within the ambit of the enquiry. The total strength of workers jointly employed by trams and buses at the time of investigation was 14,661. No comparison can be struck with the pre-war employment figures, as these are not available for all the units under reference. One inference, however, is certain, i.e., employment has remained more or less constant. The counteracting forces—petrol-rationing and diminution in the number of vehicles on the one hand and increase in the volume of traffic on the other hand—have, in the long run, neutralised each other's effects. After the war, however, there is going to be a great expansion in the trade.

Excepting 60 women in the Madras tramways, workers in the sampled units are all men. Time rate is the common practice, though, in the case of some drivers and conductors in Calcutta, wages are calculated in direct relation to gross realisations in different trips. Only occasionally are repairs in Karachi done on a contract basis. Workers are employed and paid directly.

The following table indicates in percentages the statistics regarding length of service :—

TABLE CVIII.

Length of service in years.	Karachi.	Bombay.	Madras.	Calcutta.
0—1	21·3	21·3	24·6	Not available.
1—5	20·0	40·9	23·9	do.
5—10	30·5	19·3,	19·0	do.
10 and over	28·2	18·5	32·5	do.
Total ..	100·0	100·0	100·0	

Though in Karachi the bulkiest group comprised those whose service was between 5 and 10 years yet, in other centres, the majority comprised such persons as have put in less than five years or more than 10 years' service. This state of affairs points to the depression in industry during the quinquennium preceding the war.

In the bus services, the distinction between temporary and permanent hands exists only in name. They are treated alike for all practical purposes. The tramways, however, observe this classification and the percentages of workers in each category are given below :—

TABLE CIX.

Class of workers	Karachi.	Bombay.	Madras.	Calcutta.
Permanent	100	Not available	95	84
Temporary	0	Do.	5	16
Total ..	100	..	100	100

An overwhelmingly large majority of workers are permanent. Some of the more significant privileges which they enjoy are :—

(a) leave with pay from 21 to 30 days in two centres.

(b) notice of termination of service from 7 to 14 days in two centres and

(c) extension of the benefits of provident fund in all centres.

There is no regular system of apprenticeship though, apart from a handful of apprentices on nominal allowances in engineering sections of the tramways, provision for the training of traffic and commercial staff exists in some units.

The tram companies allow graded promotions to their employees. The grades, of course, vary from centre to centre, but the general complaints are the same, i.e., initial salaries and periodical increments are very small and the grades come to an abrupt end rather too early. For the bus workers, there is no graded or time-scale promotion. Increments are stated by the employers to be determined on the basis of merit and loyalty but, in actual practice, their discretion plays no mean a role.

In the bus services, labour turnover was alarmingly high. In Madras alone, it was as high as 37.1 per cent. in one case. It is attributed mainly to dismissals. Voluntary quits, prompted by availability of more lucrative alternative jobs, are not insignificant either. Retirements are rather unknown. The tramways fare comparatively better in this respect. In Karachi, for example, the labour turnover was not more than 10 per cent. The Japanese bombing of the city was responsible for a large turnover in 1942 and 1943 in Calcutta.

Comparative figures of pre-war and present rate of absenteeism were available only in Karachi. These show that it has been almost the same in both the years 1939 and 1943, being 13.3 per cent. and 13.4 per cent. respectively. Heavy incidence of sickness, non-availability of medicines, strain and fatigue caused by an abnormally high increase in the bulk of traffic leading to the desire to be absent on pay and festival days and Sundays and long distances of workers' houses from the depots are stated to be some of the main causes.

To fight against the present rate of turnover and absenteeism, standardisation of wages, allowances and bonuses in different units in the same centre, introduction of provident fund benefits and similar other concessions, stricter restrictions on wrongful dismissals, victimisation and duty hours, improvement in working conditions, increase in welfare activities, insistance on discharge certificates and provisions for regular off days, leave, rest intervals and reserve staff are suggested as some of the effective measures.

There are no standing orders governing the relations between the employers and the employees in bus services excepting one unit each in Bombay and Karachi. The tram companies have framed rules and regulations regarding attendance, delay, absence, hours of work, wages, termination of services, provident fund, leave, etc.

Recruitment is made by reference to waiting lists of candidates who conform to the criteria of physical fitness and education laid down by the managements. Vacancies are also filled by invitation of applications through newspapers, notices and labour exchanges. The employees are, in many cases, asked to bring in suitable hands from among their relatives and friends. Generally, the Manager or Agent is the appointing authority though, in the recruitment of technical personnel, he is assisted by the chargeman. The tram services in Calcutta, Madras and Bombay have their labour officers to look into the grievances of the operatives, but it is reported that the part they play is limited in its scope and that they are not popular. At the Dalmia cement factory, Karachi, there is a labour superintendent, but he is not exclusively meant for its bus workers. He is responsible for the welfare of all the Dalmia employees. The Labour Officer of the B.E.S.T. also attends to its bus workers.

Wages and earnings.—There is no standardisation of wages and earnings and the ranges of variations are fairly great. This fact is revealed by table CX which gives, in a consolidated form, information about some of the occupations.

TABLE CX*.

Showing average daily basic wages and earnings in trams and buses.

Occupations	Karachi trams and buses		Bombay				Madras			
			Trams		Buses		Trams		Buses	
	Basic wages.	Net earnings.	Basic wages.	Net earnings.	Basic wages.	Net earnings.	Basic wages.	Net earnings.	Basic wages.	Net earning
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Drivers .. .. .. I Grade	1 9 3	2 0 0	1 1 7	2 1 0	1 9 10	2 6 4	1 7 2	2 1 8	1 4 1	1 12 1
,, ... II ,,	0 15 1	1 10 10	..	..	..	..	1 0 6	1 11 0	..	..
Cleaners	0 11 2	0 14 1	..	..	..	..	..	..	0 7 0	0 13 10
Conductors .. .. .. I Grade	1 5 8	2 1 4	1 1 7	2 1 0	0 14 2	1 9 5	1 5 6	1 15 11	0 13 7	1 5 11
,, ... II ,,	0 14 1	1 12 4	..	..	..	..	..	..	..	..
A ,,	..	..	1 3 1	2 0 0	..	..	0 14 9	1 9 2	0 11 3	1 2 7
Inspectors .. .. .. I Grade	1 11 1	2 8 9	1 13 11	3 3 1	1 1 7	1 12 0	..	..	0 13 9	1 7 5
,, ... II ,,	..	..	..	..	..	..	..	..	0 8 1	0 15 2
,, ... III ,,	..	..	..	..	..	..	..	..	0 6 6	0 13 2
Starters	1 3 1	1 10 11	1 9 10	2 11 10	..	..	..	..	..	..
Pushers	0 15 1	1 5 10	..	..	..	..	..	..	..	..
Ticket Examiners	..	..	1 8 9	2 1 7	..	..	..	..	..	..
Ticket Regulators, Permanent way ..	..	..	1 12 11	2 13 11	..	..	..	..	..	..
Coolies	1 0 8	1 11 3	..	..	..	..	..	..	..	..
Pointsmen, Signalmen and trolleymen ..	..	..	0 11 4	1 9 3	..	..	..	..	..	..
General coolies	0 14 4	1 8 2	..	..	..	..	..	..	..	..
Mechanics .. .. .. I Grade	2 0 8	2 3 4	..	..	..	..	..	..	1 10 1	2 2 7
,, ... II ,, ..	..	..	..	..	..	..	..	..	0 13 6	1 4 10
Fitters	2 7 8	4 2 10	..	..	..	..	..	..	..	..
Linemen .. .. .. I Grade	..	..	..	..	..	..	0 12 7	1 7 1	..	..
,, ... II ,, ..	..	..	..	..	..	..	0 11 1	1 5 7	..	..
Tinkers	..	..	..	..	..	..	1 0 0	1 10 10	1 3 8	1 10 7
Time-keepers	..	..	..	..	..	..	..	..	0 8 0	0 14 10

*The figures for Calcutta were not available on the basis of the wage form adopted for this enquiry.

Three conclusions can be safely drawn from the figures given in the foregoing table :—

(i) The unskilled hands, like cleaners, etc., get less than one rupee as daily wages.

(ii) Except those of fitters in one centre, the daily earnings of other workers do not exceed Rs. 2-8-9.

(iii) The earnings of mechanics, drivers, conductors and inspectors are considerably above their basic wages, indicating thereby heavy overtime work on their part.

Barring the Karachi tramways where wages have been revised as a result of adjudication awards and voluntary gestures of goodwill on the part of the management, basic wages in Bombay, Madras and Calcutta tramways, except those of the low grades in the last named centre, have remained unaffected since the outbreak of war. The bus services have allowed increases in basic wages, either with or without allowances.

No definite principles with regard to fixation of wage rates have been prescribed. It is a fact that merit, experience and market conditions are taken into consideration when workers are appointed.

Dearness allowance is given by all the tram companies and most of the bus services. The system of payment is flat or graded in a couple of cases. In one case, it is tagged on to the cost of living index numbers. One of the units in Karachi gives house-rent allowance as well. *Kharaki* and bonuses were given in a few units.

In all the tramways, overtime is compulsory in cases of emergency. Records are maintained but it is not ordinarily easy for the workers or their representatives to have an access to them without incurring the displeasure of their masters. Leaving aside Calcutta, where it is calculated on a graded basis, i.e., upto 2 hours at 1¼ times and from 2 to 4 hours at 1½ times the usual rates, overtime in other places is counted and paid for according to the Indian Factories Act. In the case of buses, overtime is rarely booked and therefore the question of its determination does not arise.

The tram companies impose fines in accordance with the Payment of Wages Act for cheating, wrong punching of tickets, insolence, absence without permission, neglect of duty and failure to comply with traffic regulations. Besides, deductions are made for shortage of cash in conductors' collections, advances and loans, loss or damage to Company's property, contribution to provident fund and dues to co-operative societies and grain shops. The funds are said to be utilised for the benefit of the workers and, in one case, for such passengers as receive slight injuries in transit. Fines and deductions are not in vogue in the bus services.

With the exception of casual labour in Karachi tramways, whose accounts are settled on completion of work and those bus workers whose dues are made over at the end of each shift, wages are generally disbursed monthly upto the 10th of the succeeding month at the latest. In one case only, dearness allowance is paid on the 15th of the subsequent month.

Uniforms to most of the tram workers are supplied free. Workshops of the tramway companies are closed on Saturday afternoons and Sundays. The commercial and transportation staff are given 2 to 4 off-days every month by rotation or wages in lieu thereof. In one unit, the off-days are without pay.

Apart from 4 to 6 sectional holidays, 21 to 30 days' leave with pay is granted annually. Medical leave is stated to be allowed in deserving cases.

In the case of buses, there are no *regular* closed days, in certain cases even for the workshops ; but 2 to 4 off-days by turn are allowed every month. Rest interval of a few minutes after each trip is specified on paper, but it has been noticed that, with an abnormal growth in the volume of traffic, it cannot be fully availed of. Shifts are either straight of 8 to 8½ hours each or double, split up into two parts.

The conditions of tramway workshops are fairly satisfactory. The buildings are *pucca*, well-lighted and well-ventilated. But what is really disappointing is that facilities like provision for water, rest shelters, urinals, latrines, etc., at different depots, stands, stops, stages, stations and termini, are neither adequate nor satisfactory.

Medical facilities in the shape of dispensaries or arrangements with private practitioners exist in all the tram companies. Medicines are administered free to the employees and their families. Serious cases are sent to the civil hospitals. There is a medical examination at the time of new appointments, but the arrangements for periodical examinations and follow up health care are not satisfactory. Usually, ailments are of ordinary nature. None of them can be considered to be occupational in character. It is, however, alleged that drivers are likely to fall an easy prey to asthma, tuberculosis, deterioration of eyesight and swelling of legs. The bus workers are the greatest sufferers in this respect, for no medical facilities are specifically provided for them.

Except in two centres there are no canteens in any of the tram or bus services. Grainshops, however, supply food-stuffs and a few other household articles at or below market rates. Free primary education is imparted to workers' children by Dalmias in Karachi only.

Tram labour is organised and trade unions have to their credit some achievements, such as increase in wages and allowances, reinstatement of the victimised operatives, etc. There have been about half a dozen strikes, most of which related to wages and were more or less successful. A works committee functions in one of the units, but it is looked down upon by trade unions for it is alleged to undermine their influence.

The tramway workshops come under the Factories Acts, abstracts of which are duly displayed there. The possibility of accidents in buses and trams is fairly great. For example, in Madras alone, it is estimated that there is one accident involving one bus every other day.

The benefits of provident fund are extended by all the four tramway companies. Gratuities are given by employers at their discretion in Bombay and Madras trams only. Pensions are unknown.

The following tables indicate some of the salient conclusions in respect of the civil condition, indebtedness and housing of workers :—

TABLE CXI.

Showing sampled workers (in percentages) in different centres.

Centre.	Karachi.	Bombay.	Madras.	Calcutta.
For enquiry into civil condition ..	27·2	10·1	8·9	Not available.
For enquiry into housing	18·3	5·3	6·2	Do.

TABLE CXII.

Showing literacy in percentages.

Centre.	Karachi.	Bombay.	Madras.	Calcutta.
Literates	65·6	90·4	95·9	Not available.
Illiterates	34·4	9·6	4·5	Do.
Total	100	100	100	..

TABLE CXIII.

Showing marital condition of sampled workers in percentages.

Centre.	Karachi.	Bombay.	Madras.	Calcutta.
Married	73·8	Not available.	77·4	..
Married and widowers	26·2	..	22·6	Not available.
Total	100	..	100	..

TABLE CXIV.

Showing sampled workers by religions in percentages.

Centre.	Karachi.	Bombay.	Madras.	Calcutta.
Hindus	47·5	61·4	90·3	Not available.
Muslims	46·7	32·3	8·9	..
Others	6·8	6·3	0·8	..
Total	100	100	100	..

TABLE CXV.

Showing modal family at each sampled centre.

Centre.	Karachi.	Bombay.	Madras.	Calcutta.
Number of dependants	3·4	5	3·4	Not available.

TABLE CXVI.

Showing average amount of debt (in Rs.) per indebted family in different sampled centres.

Centre.	Karachi.	Bombay.	Madras.	Calcutta
Debt	280	409	301	Not available.

TABLE CXVII.

Showing percentage of workers in debt.

Centre.	Karachi.	Bombay.	Madras.	Calcutta.
Free from debt	36·9	12·1	39·9	Not available.
Under debt	63·1	87·9	60·1	..
Total	100	100	100	..

The rate of interest is not low, e.g., over 10 per cent. of the total debt in Karachi pays more than 37½ per cent. rate of interest.

TABLE CXVIII.

Showing indebtedness in percentages under different causes.

Causes.	Marriage.	Sickness.	Death.	Purchase or improvement of land, etc.	Litigation.	Domestic needs.	Ancestral debt and repayment of debt.	Miscellaneous.
Karachi ..	40·5	10·1	0·7	5·3	2·3	36·8	0·0	4·36
Bombay ..	30·4	13·4	2·2	7·4	1·7	29·2	13·1	02·6
Madras ..	23·4	3·3	2·0	2·3	2·2	53·2	13·6	6·0
Calcutta.* ..	39·9	14·2	4·2	34·3	0·0	0·0	0·8	

Marriages and domestic needs account for the greatest percentage of the total debt, obviously because the cost of living has gone up out of all proportions to the earnings of the workers.

TABLE CXIX.

Showing density of occupancy per 100 square feet of living accommodation.

Centre.	Karachi	Bombay	Madras	Calcutta
Density	5·2	4·4	5·5	Not available.

Dwellings are mostly single-roomed. Subsidiary rooms, in the majority of cases, are conspicuous by their absence. Lighting, ventilation and sanitation are not generally satisfactory.

* For Co-operative Society only.

A. MUKHTAR,

Member, Labour Investigation Committee.

GORTON CASTLE ;

The 30th July 1945.

APPENDIX A.

Working hours in Madras Electric Tramways (1904) Ltd.

Car Shed.

	No. of Men.		Working hours.		Off days.
A. Shift.	37	Sunday to Saturday	7-30 a.m. to 12-30 p.m. 1-30 p.m. to 5 p.m.	8½ hours	Half of men off on Friday and half on Saturday.
B. Shift.	22	Do.	12 noon to 4 p.m. 5 p.m. to 9-30 p.m.	8½ hours	⅓ of the men off on Saturday and 2/3 on Sunday.
C. Shift.	36	Do.	9-30 p. m. to 12 midnight 2 a.m. to 7-30 a.m.	8 hours	Sunday— one day off a week.

P. Way Department.

P. Way	32	Monday to	7-30 a. m. to 12 noon	8 hours	
Road Gang	75	Friday	1 p.m. to 4-30 p. m.		
Temp. Gang	40	Saturday	7-30 a. m. to 12 noon	4½ hours	Half day off.
		Sunday			Full day off.
Overhead gang	12	Sunday to Saturday.	8 p.m. to 5 a.m. Interval 1 hour	8 hours	One gang off Sunday. One gang off Wednesday.
Breakdown Gang	9	Sunday to Saturday.	5 a.m. to 1-30 p. m. 1-30 p.m. to 10 p. m. or until arrival of last car. (Work under shift system).	8½ hours.	One day each week off.

Traffic Staff.

		Morning Shift 5-30 a.m. to 1-30 p. m. Evening Shift 1-30 p.m. to 9-30 p.m.	8 hours	One day off in eight days.
Time Office.	4 men	5-30 a.m. to 1-30 p.m. 1-30 p.m. to 10 p. m. or last car. 8 a.m. to 4-30 p.m. Clerks work in rotation.		Full day in a week.
Ticket Office	16 men			
	2 „	12 noon to 8 p.m.		
	2 „	8 a.m. to 11 a.m. 1-30 p.m. to 5-30 p.m.		One day a week.
	2 „	8 a.m. to 12 noon. 8 p.m. to 8 a.m. Clerks work in rotation.		
Sub Office				
G. Town		1 man 7-30 a.m. to 6-30 p.m.		
Mount Rd.		1 man 9 a.m. to 12-30 p.m. and 1 p.m. to 3 p.m.		Off on Sunday.
Traffic Office.	4 men	9-30 a.m. to 4-30 p.m.		Sunday off.
Telephone Clerk	2 men	5-30 a.m. to 1-30 p.m. 1-30 p.m. to 10 p.m.		One day off.
	Medical Officer.	7 a.m. to 11 a.m. 1 p.m. to 4 p.m.		Sunday-Half day.
	1 Compounder	7-30 a.m. to 9-30 a.m. 10-30 a.m. to 1 p.m. 2-30 p.m. to 4-30 p.m.		Work all days.
	1 Compounder	9-30 a.m. to 12 noon 1 p.m. to 5 p.m.		Work all days.
Drawing Office:	1 man	9-30 a.m. to 4-30 p.m.		Sunday off.
General Office:	16 men	9-30 a.m. to 4-30 p.m.		Do.
Stores:	2 men	7-30 a.m. to 12-30 p.m. 1-30 p.m. to 5 p.m.		Do.
	4 men	9-30 a.m. to 4-30 p.m.		Do.
Foreman's Clerk	2 men	7-30 a.m. to 12-30 p.m. 1-30 p.m. to 5 p.m.		Do.

APPENDIX B.

QUESTIONNAIRE FOR *AD HOC* SURVEYS.

PART I.

Name of concern ..... Location .....

Name of Proprietor or Managing Agent. ..... District .....

Date of Establishment ..... Province .....

A. EMPLOYMENT.

1. State the average daily number of workers (other than the clerical staff) employed in August 1939 and in January 1944, or at date of enquiry as follows :—

(a) Total number of workers .....

(b) Number of piece-rate workers .....

(c) Number of time-rate of salaried workers .....

	Men.		Women.		Children.	
	Aug. 1939.	Jan. 1944.	Aug. 1939.	Jan. 1944.	Aug. 1939.	Jan. 1944.
(*i*) Employed and paid directly						
(*ii*) Employed and paid through contractors						
(*iii*) Employed through contractors but paid directly.						

2. If you have any statistical information regarding the length of service of operatives in your concern, please give it in the following form :—

Those between 0 & 1 year of service,

Those between 1 & 5 years of service,

Those between 5 & 10 years of service, and

Those over 10 years of service.

3. Are your workers classified as permanent and temporary ? Give the percentage in each category and describe the privileges of each type of workers.

4. State the system of apprenticeship for ordinary and supervisory posts and terms, if any.

Is the apprenticeship period counted towards total service ?

5. Is there any system of graded or time-scale promotion. ? If so, give details.

6. State the labour turnover in your concern, for the years 1939 and 1943 or any recent years in the form below :—

Average daily number of workers employed during the month or year.	Total number of workers who left during the month or year.					
	Permanent.			Temporary.		
	Retirement.	Dismissal.	Voluntary.	Retirement.	Dismissal.	Voluntary.

What are the reasons for the labour turnover, if any ? Suggest measures for reducing it.

7. Supply figures of absenteeism in your concern for the years 1939 and 1943. What are the causes of absenteeism and how would you reduce it ?

8. Are there any Standing Orders governing the relationships of employers and employees ? Please supply a copy of the same, if possible.

9. (a) How do you recruit labour ? Explain the system of recruitment fully.

(b) Have you a Labour Officer to enquire into the grievances of workers ? If not, what other machinery have you set up for this purpose.

B. Wages and Earnings.

10. What are the wage-rates for different types of workers ? What changes have occurred in basic wages, salaried and piece (exclusive of allowances, etc) since August 1939 ?

Does contract labour receive the same rates of wages as labour directly employed in the same or similar occupations ?

11. Please describe in brief the principles determining the fixation of your wage rates for all classes of employees.

12. Please give details of dearness and other allowances, bonuses and gratuities paid to workers since the outbreak of the War and state which of these is temporary and which is permanent. Are any conditions attached to the payment of these allowances ?

13. Give details of the wages and earnings of workers who have worked the same number of days in the wage period from.....to..... in the form attached at the end of this Questionnaire.

14. How is overtime calculated and paid for ? Is overtime work compulsory ? Do you maintain any registers for recording overtime ? Are these available to the workers or their representatives for inspection ?

15. What deductions are made from wages ?

16. Is there a Fine Fund ? What is the amount outstanding in it and how is it utilised ? Who is in charge of its disposal ?

17. What are the periods of wage payment for different kinds of workers ? How long after the end of the wage-period are wages paid ?

18. Are there any regular closed days in the month in your concern ? What holidays (other than for festivals, etc.) are given to workers ?

C. Working Conditions.

19. How many shifts are worked in your concern ? What is the number of hours of work in each shift and the times of commencement and ending ? What is the total spread-over, *i.e.*, the relation between hours worked and hours during which worker is on call ?

20. If any multiple or overlapping shifts are worked, describe their arrangement.

21. State the conditions of ventilation, lighting (natural and artificial), congestion (*i.e.*, floor area per worker), flooring, protection against heat, etc."

22. Are shelters provided for employees during rest intervals ? Give their dimensions, structural details, seating arrangements, etc.

D. Welfare Activities.

23. Give an account of sanitary arrangements, water supply, latrines, urinals, washing and bathing facilities, etc., and their distances from the concern. Is cool water supplied in summer ?

24. Is there any dispensary or hospital for workers and their families ? If so, state the number of cases treated every day, prevalent diseases, qualifications of doctors in charge, their emoluments, etc. What is the system of medicine ? Can any of the diseases workers suffer from be called occupational in character ? Is there any periodical medical examination of workers ?

25. Is any canteen provided or arrangements made for tea, cold drinks, light refreshments, etc. ? Who runs them and how are profits, if any, utilised ? Describe conditions of contract, if any, and compare sale prices of articles supplied with market prices.

26. Do you maintain a *creche* for the benefit of your women workers ?

27. What are the facilities available for the education of adult workers and their children ?

28. Is there a grain shop for workers ? What are the commodities supplied and how do their prices compare with market prices ?

E. Housing Accommodation.

29. Give details of housing provided by the employer with reference to :—

(a) Proportion of workers housed,
(b) Rentals,
(c) Types of houses,
(d) Congestion,
(e) Sub-letting, and
(f) Sanitation and water supply.

30. If workers live in their own houses or in houses provided by private landlords or public bodies, state their condition carefully.

F. Trade Unions and Strikes.

31. Have workers formed any trade union ? State membership, monthly subscriptions, etc. Has there been any agreement regarding wages, hours of work, employment, dismissal, etc. Please supply a copy of agreement, if any.

32. Is there any works committee ? Give its constitution and an account of its activities.

33. Give details of strikes in your concern during the last fifteen years. What were the causes of such strikes and how were they settled ? How far were the demands of the strikers satisfied ?

G. Safety Acts, etc.

34. Does the concern come under the Factories Act ? If so, are the provisions of the Factories Act complied with ? Give dates of visits of Factory Inspectors during the past ten years and extracts from the remarks in the Factory Inspection Book.

35. Are the provisions of the following Acts observed in your concern :—

(1) Electricity Act,
(2) Payment of Wages Act,
(3) Workmen's Compensation Act, and
(4) Maternity Benefit Act.

What action have you taken to acquaint your staff with the provisions of these Acts ?

36. Give the number and nature of cases of occupational diseases reported in the last 10 years. Is there any provision of medical facilities for the treatment of occupational diseases.

37. State the number of accidents which occurred in 1943. Was any compensation paid ? If so, how much and in how many cases ?

II. Indebtedness.

38. Are the workers indebted ? Give an idea of the extent of their indebtedness and the causes responsible for the same.

39. What is the usual rate of interest charged from the workers ? What remedial measures have been enforced by the Government to reduce this indebtedness ? How far have they been successful ?

I. General.

40. Please supply a copy of the Provident Fund rules, if any, *especially* in reference to :—

(a) Membership,
(b) Contributions,
(c) Rate of interest,
(d) Investment, and
(e) Conditions of claims on employer's contributions.

41. Give details of pension schemes and gratuities, if any. Please supply a copy of the rules.

WAGE FORM FOR *AD HOC* SURVEYS.

Industry.....

Name of Establishment.....Location.....

Information relating to the period from.....

to.....

Number of days worked by the concern during the above period.....

*Number of days to which wage figures below refer.....

*Note:—(*i*) Figures of earnings should pertain to workers who have worked the same number of days in the period selected. The period selected should *preferably* be a complete calendar month and Supervisors should make every effort to obtain information from different establishments for the same month.

(*ii*) 'Average' here means the arithmetical average of the wages, gross earnings and net earnings, respectively, of the largest number of employees in an occupation, selected as having worked for the same number of days.

Name of Occupation.	Number of workers employed in this occupation.	Piece or Time.	Basic Wage earned. (Excluding overtime).			Gross Earnings including basic wages, overtime, allowances, bonuses, etc.			Net earnings (Gross earnings minus deductions).			Remarks.
			Maximum.	Minimum.	Average.	Maximum.	Minimum.	Average.	Maximum.	Minimum.	Average.	
	Men	(*a*) Piece.										
		(*b*) Time.										
	Women	(*a*) Piece.										
		(*b*) Time.										
	Children	(*a*) Piece.										
		(*b*) Time.										

Part II.

Buses and Trams.

1-A. *Note* :—While answering Part I of this questionnaire, please give figures separately for the Engineering Transportation, Commercial and allied departments.

1. What special effect if any, have buses and trams on the health of the drivers and conductors ?

2. What arrangements are made for intervals of rest and weekly holidays in respect of different classes of workers. Are they working satisfactorily.

3. While answering the Question on Welfare activities in Part I of this Questionnaire, please state if you maintain any mobile canteens for your running staff.

4. Are any concessional passes, uniforms, etc., provided by you for your employees.

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LABOUR INVESTIGATION COMMITTEE
GOVERNMENT OF INDIA

REPORT
ON
AN ENQUIRY INTO CONDITIONS OF LABOUR IN THE WOOLLEN TEXTILE INDUSTRY IN INDIA

BY
S. R. DESHPANDE

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PREFACE.

The Tripartite Labour Conference at its meeting in September 1943 recommended the setting up of machinery to investigate questions of wages and earnings, employment and housing, and social conditions generally, with a view to provide adequate materials on which to plan a policy of social security for labour. In pursuance of that resolution, the Labour Investigation Committee was appointed by the Government of India by Resolution No. L-4012, dated the 12th February 1944 to carry out the investigations. The Committee was instructed to extend its investigations generally to all industrial and semi-industrial labour covered by the Royal Commission on Labour in their Report, with the addition of certain other categories. The Committee was asked by the Government of India to decide in each case the most suitable manner of conducting the enquiry. The Government, however, considered that the method of enquiry should not merely consist of sending out questionnaires to Government agencies and Employers' and Workers' Associations, but should also comprise specific enquiries in individual concerns based on representative sampling.

2. In India, in spite of the quite comprehensive enquiries made by the Royal Commission on Labour and a few Committees appointed by the Provincial Governments, there have remained large lacunae in regard to information on labour conditions in several industries. In particular, broadly speaking, the method of direct enquiry on the spot has not been adopted on a sufficiently wide scale so as to cover the entire industrial structure. Moreover, certain industries, like cotton textiles and coal mining, have received greater attention than others, and even as regards these industries, comprehensive information on an all-India basis has not been available. With a view to making up this deficiency as well as to bringing the available information up to date, the Committee decided that *ad hoc* surveys should be carried out in various industries so as to secure a complete picture of labour conditions prevailing in each. The following industries were selected for the purpose :—

A. *Mining.* (1) Coal. (2) Manganese. (3) Gold. (4) Mica. (5) Iron Ore. (6) Salt.

B. *Plantations.* (7) Tea. (8) Coffee. (9) Rubber.

C. *Factory industry.* (10) Cotton. (11) Jute. (12) Silk. (13) Woollen. (14) Mineral Oil. (15) Dockyard. (16) Engineering. (17) Cement. (18) Matches. (19) Paper. (20) Carpet weaving. (21) Coir matting. (22) Tanneries and Leather Goods Manufacture. (23) Potteries. (24) Printing Presses. (25) Glass (26) Chemical and Pharmaceutical works. (27) Shellac. (28) Bidi-making. (29) Mica Splitting. (30) Sugar. (31) Cotton Ginning and Baling. (32) Rice Mills.

D. *Transport.* (33) Transport Services (Tramways and Buses). (34) Non-gazetted Railway Staff.

E. *Other types of labour.* (35) Port Labour. (36) Municipal Labour. (37) Central P.W.D. (38) Rickshaw Pullers.

3. The main conception on which the *ad hoc* surveys have been based is that information should be collected on the spot by direct enquiry conducted with the help of the Committee's own staff and that this information should, as far as possible, conform to the sampling methods widely adopted in such work. Owing to great variations in the character of the different industries, however, there could not be a complete uniformity in regard to the methods which had to be adopted to suit the peculiarities of particular industries and centres. For instance while there are only a few centres and units in certain industries such as potteries, mineral oil, gold, etc., in other industries, such as

textiles, engineering, transport services, plantations, tanneries, bidi-making, etc., a very large number of centres and units in different provinces (and even States) had to be covered. Moreover, some of the industries are modern industries of the large-scale type, wherein factory legislation applies more or less entirely, while others are indigenous handicrafts or small-scale industries, where factory legislation is either inapplicable or partially applicable. Thus, information has not been uniformly available in advance as regards the size, location and ownership of industrial units, such as is necessary before decisions for sampling are taken. Consequently, the technique of representative sampling had to be modified and supplemented so as to obtain whatever information of a reliable character was available. As far as possible, however, in all industries important centres were covered. In each of these centres units were chosen on a sample basis, but it was possible in a few centres to cover all units. The final lists of centres of survey and individual establishments were made out in the light of the impressions gathered during the course of the preliminary tour and in consultation with local authorities. The guiding principle in the selection of centres of survey was to make the survey regionally representative so as to discover differences in the conditions of labour in the same industry in different parts of the country. The selection of individual concerns was generally based on considerations, in order of importance of (a) size, (b) ownership (private or limited) and (c) whether subject to statutory regulation or not. In this connection it may be stated that the Committee were greatly handicapped in sampling the units owing to the lack of complete information regarding location and number of units in the selected industries. Unfortunately there are no all-India employers' organisations in some of the organised industries, nor are the statistics maintained by the Central and Provincial Governments at all complete. Moreover, in certain unorganised industries, such as shellac, carpet-weaving, bidi-making, etc., owing to their very nature, no such information could have been readily available in advance. In certain cases, therefore, owing to these difficulties as well as transport difficulties and other exigencies, the sampling could not be fully adhered to. Nevertheless, the Committee have been anxious to gather in the maximum possible information in the limited time at their disposal and with a view to this, they have cast their net as wide as possible. The main instruments of the *ad hoc* survey were the Questionnaires. These were of two kinds :—(a) the main *ad hoc* survey questionnaire on points likely to be common to all the industries surveyed, and (b) supplementary and special questionnaires in respect of certain industries, such as plantations, mines, railways, rickshaw pullers, port labour, municipal labour, glass, shellac, mica, etc. The main questionnaire was accompanied by a tabular form for entering wage data and this was used wherever possible. In the case of certain surveys, however, such as salt, paper, cotton, woollen and jute textiles, dockyards, silk, cement and gold mining, it was possible to conduct a wage survey on a sample basis. The chief method of collection of data was by personal investigation of industrial establishments, examination of their records and contact with labour in factories and homes. The information thus collected was supplemented and checked with replies to the Questionnaires received.

4. For the purpose of conducting enquiries, a sufficiently large field staff, consisting of 16 Supervisors and 45 Investigators, was appointed. Before the commencement of field work, all the Supervisors (with the exception of those working in Bengal) were called to the Committee's headquarters at Simla and given detailed instructions on the technique and scope of the enquiries to be conducted by them, the manner in which they were to submit their data, and the centres and units which they were to investigate. In addition, both Supervisors and Investigators were provided with written instructions regarding the

use of questionnaires, sampling of concerns (where this could not be done in advance), filling of the wage forms, etc. In particular, they were asked not only to collect information on the spot but also to draw upon every other possible source of information. In doing so, they were required to distribute copies of the questionnaires in the centres assigned to them not only amongst the sampled units but also amongst Employers' and Workers' associations in the industry and such other associations and individuals as were likely to be interested in the subject. They were also asked to get into touch with officials of Central and Provincial Governments connected with labour and obtain such facilities as might be necessary in doing their work.

5. As far as the field work in Bengal was concerned it was done by the staff of the Committee under the guidance and supervision of the Labour Commissioner, Bengal, and his subordinate officers. Members, however, paid visits to selected centres and units in Bengal to obtain first-hand knowledge of local labour conditions.

6. The Committee's survey covered all Provinces with the exception of the North Western Frontier Province where none of the Industries selected for survey was sufficiently important. It extended to many of the Indian States also, such as Kashmir, Patiala, Gwalior, Baroda, Mysore, Sandur, Travancore, Cochin, Bundi, Indore and some of the States of the Eastern States Agency. No survey was undertaken in the Hyderabad State as that State preferred to appoint a Labour Investigation Committee, with terms of reference identical to those of this Committee, for enquiry into local labour conditions.

7. In dealing with the *ad hoc* survey work, several courses were open to the Committee :—(i) that the Committee, as a whole, to study each industry, (ii) that the surveys to be distributed region-wise and each Member put into charge of a region, and (iii) that each Member to be entrusted with a few surveys throughout India. With a view to speedy and efficient work, the third course was actually adopted. This departure from the usual procedure of the Committee as a whole dealing with the work was necessary in view of the immensity of the task and the necessity of maintaining an all-India perspective. Moreover, it was felt that this procedure would enable Members to make a specialised study of labour conditions in individual industries in different parts of the country. It was also felt that the peculiar problems of industrial labour had more an industry-wise than a region-wise dispersion and that the procedure would be helpful to future legislation which has to take into consideration the diversified conditions of each industry. It will be seen, however, that in the Reports the factual material has been presented both on an all-India and on a regional basis.

8. Thanks and acknowledgments are due to Provincial Governments, State Authorities, Labour Commissioners (and particularly the Labour Commissioner, Bengal), Directors of Industries, Chief Inspectors of Factories, Port authorities, local bodies, employers' and workers' associations, managements of the units surveyed and all others who rendered help in the collection of the data presented in these Reports.

D. V. REGE, *Chairman.*

S. R. DESHPANDE
AHMAD MUKHTAR } *Members*
B. P. ADARKAR

TEJA SINGH SAHNI,
Secretary.

ACKNOWLEDGMENTS.

Only two Woollen factories sent detailed replies to the Committee's Questionnaire and this report is, therefore, based mostly on the information collected on the spot by myself and the Supervisory and Investigating staff of the Committee. My thanks are due to the staff for the thoroughness and care with which they carried out their duties. Acknowledgments are also due to Mr. D. S. Dighe, an Assistant in my office, and Mr. S. R. Sundaram, a Supervisor of the Committee, for collecting some of the background material used in this Report.

PART I.

Chapter I.—Introduction.

Historical and Economic background.—The rise of the woollen mill industry in India, as a factory industry, is relatively recent although it flourished as a cottage industry in the country for a very long time.

India produces about 90 to 100 million pounds of wool, half of which used to be exported abroad for the manufacture of carpet yarns and coarse blankets. The wools of Bikaner State, Joria in Cutch and Western India are of superior quality, while those of the plains are dry, hairy and short of staple. In South India, tannery wool, i.e., wool taken from the dead animal is used. It is the cheapest of Indian wools.* The bulk of the wool produced in India is coarse and not suited to the manufacture of fine fabrics such as worsted, for which imported wool is generally used.

The coarse quality of Indian wool is suited mainly to hand-looms which produce very rough varieties of goods for the needs of the rural classes. Production of high grade goods which may be classed as woollens is of comparatively recent development. The establishment of the first woollen Mill dates back to the year 1876. During that year, woollen mills were set up in important hand-weaving districts of Cawnpore and Dhariwal in the North. For many years, hand-looms formed part of the equipment of these mills and even to-day in some mills there are a few hand-looms as well. Shortly after, a mill was started in Bombay and another at Bangalore, the centre of an important cottage industry. Later on, mills were set up in Amritsar for spinning mainly carpet yarn.

The mill industry did not make much progress till after the first World War. There were four woollen mills in 1914, the Dhariwal and Cawnpore mills and the Bombay Woollen mill manufacturing both woollen and worsted goods and the Bangalore Woollen Mill making only coarse blankets. The large demand for woollen goods after the first World War stimulated private enterprise to start more woollen mills and between the years 1919 and 1921, three new companies were floated, which opened mills in or in the neighbourhood of Bombay. About the same time other mills sprang up in Bangalore, Baroda, and Amritsar. The total number of spindles rose to about 74,500 and the capital investment increased from about 50 lakhs to about 240 lakhs of rupees about the year 1921.†

Owing to foreign competition the industry was in a depressed condition thereafter and between the years 1925-33, three of the mills went into liquidation.

In view of the keen foreign competition, particularly from Italy and Japan, the indigenous industry made an application for protection, which was referred by the Government of India to a Tariff Board in October 1934.

The Board made certain recommendations for protecting the industry but as the important group of woollen mills, viz., Cawnpore and the New Egerton Woollen Mills had not given any evidence, Government did not consider the recommendations of the Board. However, the situation improved between the years 1934 and 1939, the world demand having increased.

---

*Report of the Indian Tariff Board on the Woollen Textile Industry, page 7.

†Ibid, Pages 8, 15.

Location and Extent.—The major units of the industry are at Cawnpore, Dhariwal (the Punjab), Bombay and Mysore.

During 1939, there were 24 woollen mills in India (16 in British India and 8 in Indian States) employing 17,201 persons daily.

In addition, there were 19 woollen carpet and shawl weaving establishments and 73 hosiery factories employing 3,382 and 264 persons respectively. According to an estimate made there were also about a lakh of hand-looms engaged in the weaving of wool.

The following table shows the location of woollen mills in 1939 :*

TABLE I.

Province or State and districts.	Number of factories.	Number of Workers.
1	2	3
United Provinces—		
Cawnpore	2	2,311
Mirzapur	1	51
	3	2,362
Punjab—		
Gurdaspur (Dhariwal) ..	1	1,960
Amritsar	5	701
	6	2,661
Bengal—		
Dacca ..	1	161
Bombay—		
Bombay Island ..	3	1,025
Thana	1	759
	4	1,784
Madras—		
Bellary	1	52
Bihar—		
Bhagalpur	1	413
STATES.		
Mysore—		
Bangalore	1	64
Kashmir—		
Srinagar	3	9,277†
Baroda—		
Baroda	1	332
Rajputana	3	95
Grand total for India excluding Burma ..	24	17,201
British India	16	7,433
Indian States ..	8	9,768

Of the 17,000 persons employed only about 8,000 were employed in factories using mechanical power.

Since the War there has been considerable increase both in the number of factories and the number employed in the woollen textile industry. In 1943-44, there were about 32 woollen factories employing about 18,000 persons. The main centres of the industry from the point of view of the number employed were Cawnpore, the Punjab, Bombay, Mysore and Kashmir States.

*Location of Industry —pp. 33 and 34.

†Including 8,930 workers employed in the factories of All-India Spinners' Association at Srinagar and Pampore which are not worked by mechanical Power.

Scope of the Enquiry.—The following concerns employing about 17,000 workers or 94.4% of the total employed in the industry have been covered for purposes of the present enquiry :

TABLE II.

Centre.	No. of Units surveyed.	Average daily No. of persons employed.
Cawnpore	2	4,500
Punjab—		
Dhariwal	1	2,719
Amritsar	6	1,300
Bombay	4	5,131
Mysore State—		
Bangalore	4	2,500
Kashmir State—		
Srinagar	1	800
Total ..	18	16,950

Processes.—The industry can be roughly divided into two main sections viz. Woollen and Worsted. The essential difference between the two consists in the selection of the raw material. In the Woollen Section, wool of the shortest fibre is used, while in the worsted, wools of finer fibres are used. The processes followed in the two sections differ widely. The woollen process consists of cleaning of wool, carding and spinning. In the worsted branch, however, combing constitutes an important feature. The combing machine arranges all the long fibres in a parallel position, and separates the short fibres which are then known as ' noils ', and delivers the combed wool in the form of a continuous sliver known as ' tops ' ready to be spun into worsted yarn. Yarn so spun is woven into finer woollen fabrics, such as, serges, tropical suitings, muslins, shawls, and knitted goods ; while woollen yarn is woven into blankets, tweeds, meltons, blazor cloth, etc.*

PART II.

REGIONAL SURVEY OF LABOUR CONDITIONS.

Chapter II.—United Provinces—Cawnpore.

Employment.—Cawnpore is one of the oldest centres of woollen manufacture in the country, a woollen mill having been established there as early as in 1876. At present there are two woollen mills in Cawnpore with 20,490 spindles and 591 looms. The total number of persons employed is about 4,500. One of these units employs more than 4,200 workers while the other employs less than 300. The number of persons employed since the outbreak of the War has gone up considerably in one of the units. This increase has been largely due to the regular working of the night shift. The production of both these mills is largely earmarked for Government. There is very little female labour employed, their number being only 40 at the time of the enquiry. Women are engaged mostly as wool pickers.

Although the Employers' Association of Northern India have started an employment exchange, it would appear that both these mills recruit their labour direct with the assistance of sirdars and mistries.

The relations between the employers and the employees are governed by the Standing Orders framed by the Employers' Association of Northern India.

*Report of the Indian Tariff Board on the woollen Textile Industry, Page 9.

Although the workers are classed as permanent, probationers and substitutes, most of them are permanent.

Contrary to the experience of many other industrial centres, it is reported that as compared to pre-war period, absenteeism in the woollen industry at Cawnpore has gone down partly due to stricter management and partly due to the fact that greater absenteeism means greater pecuniary loss to the worker, as he forfeits his dearness allowance for the days he is absent. The turn-over of labour, it is understood, is also very negligible, particularly in the bigger unit of the industry in Cawnpore.

Working Conditions.—So far as working conditions within the factories are concerned, these appear to be satisfactory in both the units of the industry. The factory departments are well lighted and ventilated and even during night shift the lighting arrangements are adequate and satisfactory. Provision is made for supplying good drinking water and in one of the units ice water is supplied during summer months.

Hours of work and shifts.—Both the mills are working two shifts per day and the weekly hours of work are 54 in each case. The bigger unit viz., the Cawnpore Woollen Mills has, however, a system of relays in some of the departments. In this mill the working hours during the day shift are 10 per day for the first four days of the week, 9 on the 5th day and only 5 on Saturdays. In the night shift, for the first five days a ten-hour day is worked, while on Saturdays only four hours are worked. The actual hours of work in these two units are as follows :—

Cawnpore Woollen Mills.

Day Shift	Monday to Thursday ..	7 a.m. to 12 noon	1 p.m. to 6 p.m.
	Friday	7 a.m. to 1 p.m.	2 p.m. to 5 p.m.
	Saturday	7 a.m. to 12 noon.	
Night Shift	Monday to Friday ..	6 p.m. to 11 p.m.	2 a.m. to 7 a.m.
	Saturday	12 noon to 4 p.m.	

J. K. Woollen Mills :—

Day Shift	8 a.m. to 1 p.m.	2 p.m. to 6 p.m.
Night Shift	8 p.m. to 1 a.m.	2 a.m. to 6 a.m.

Leave.—Sundays are usually observed as holidays. There is no system of granting leave with pay to the ordinary operatives.

Wages and Earnings.—In neither of these mills has there been any general alteration in the basic wage rates since the outbreak of the War. In the year 1938, however, as a result of the recommendations of the Cawnpore Labour Enquiry Committee, certain increases were granted to the operatives. These varied according to income groups. Those getting Rs. 19 per month or below got an increase of As. -|2|6 in the rupee, subject to a certain maximum, while those between Rs. 40 and Rs. 59 got only half an anna in the rupee. It is understood that these increases are being granted only by one of the units. Unskilled coolies are usually started on a wage of As. -|7|- per day and are given an extra anna after six months' approved service. There is no regular system of time-scale but increases are given in deserving cases.

A wage census was conducted on a sample basis in both these units during the month of March 1944 and the following summary table contains the results of the census for principal occupations.

TABLE III.

Table showing Wages and earnings in selected occupations.

UNITED PROVINCES—

Centre—Cawnpore. *Industry*—Woollen.

Occupation.	Sex.	Piece or Time.	Number of Workers.	Number of Samples taken.	Average daily Basic Wages earned.	Average daily gross earnings including over-time, allowance and bonus.	Average daily net earnings including over-time, allowances and bonuses.	Number of working days in the wage period.
					Rs. a. p.	Rs. a. p.	Rs. a. p.	
Weavers—one loom	M.	P.	285	74	1 1 7	2 1 6	2 1 6	(March 1944)—Fortnight in one unit and 12 days in the other unit.
Weavers I Class	„	„	288	57	1 5 4	2 5 10	2 5 10	
Weavers II class	„	„	93	44	0 15 7	2 0 3	2 0 3	
Weavers III class	„	„	24	11	0 9 3	1 9 3	1 9 3	
Weavers two-looms ..	„	„	143	35	0 9 3	1 9 7	1 9 7	
Menders	„	„	12	10	1 4 9	2 5 2	2 5 2	
Dyers	„	„	18	10	1 3 4	2 3 8	2 3 8	
Wrapers	„	T	2	2	0 11 9	1 10 4	1 10 4	
Wrapers Hand process ..	„	P	21	11	0 14 6	1 15 3	1 15 3	
Wraper Machine	„	„	25	13	1 4 11	2 5 4	2 5 4	
Winders	„	T	15	15	0 7 11	1 8 2	1 8 2	
Winders	„	P	59	28	0 9 11	1 10 4	1 10 4	
Pirn winders	„	T	11	10	0 5 9	1 4 4	1 4 4	
Cheese winders	„	P	9	9	0 8 9	1 7 4	1 7 4	
Winding boys	„	T	252	50	0 7 10	1 8 1	1 8 1	
Twisters	„	„	46	23	0 7 6	1 8 3	1 8 3	
Twisters	„	P	32	21	0 11 10	1 12 6	1 12 6	
Drawers	„	T	70	20	0 11 2	1 13 9	1 13 9	
Drawers	„	P	85	21	0 15 4	2 0 5	2 0 5	
Spinners	„	„	24	12	0 12 1	1 12 10	1 12 10	
Spinners	„	T	77	19	0 8 1	1 8 4	1 8 4	
Piecers Spinning	„	„	105	36	0 7 2	1 6 11	1 6 11	
Carders	„	„	68	34	0 8 9	1 9 1	1 9 1	
Feeders	„	„	50	25	0 7 11	1 8 8	1 8 8	
Fetlers	„	„	5	5	0 9 3	1 7 10	1 7 10	
Wool pickers	„	„	34	17	0 8 8	1 8 1	1 8 1	
Wool pickers	F	P	36	17	0 8 10	1 8 6	1 8 6	
Coolies	M	T	196	119	0 7 9	1 7 4	1 7 4	
Total			2,085	748				

As between the two units the variations both in the basic rates and earnings are slight. As will be seen from the table, the lowest recorded average basic rate per day is -|5|9 for Pirn winders, their average daily earning being Rs. 1|4|4. Except for certain classes, such as weavers, dyers, menders, warpers, drawers, etc., the average daily wage seems to vary from as. 7 to as. 9.

In only one of the units there are two-loom weavers. In the pay rolls of the mills, the weavers, have been classified as first class, second class and third class, although all of them tend one loom only. Considering the wages and earnings of numerically important occupations, it is seen that the average daily earning of one-loom weaver varies from Rs. 2|0|3 to Rs. 2|5|10 per day. The average daily basic wage of a winding boy comes to as. 0|7|10 and his average daily earning is Rs. 1|8|1. Ordinary coolies get a daily basic wage of about 0|8|0, their average daily earning being Rs. 1|7|4 per day. Machine Warpers, who are piece-workers make as much as Rs. 1|4|11 per day on their basic rates, their average daily earning being Rs. 2|5|4.

Dearness allowance.—Both the mills grant dearness allowance to their operatives on the scale laid down by the Employers' Association of Northern India which is based on the Cawnpore cost of living index number. It is understood that the smaller of the two mills has not so far been paying any dearness allowance to its temporary workers.

The following is the scale of dearness allowance :—

TABLE IV.

Wage category	Cost of Living Index					
	Above 100 but not exceeding 120	From 121 to 140	From 141 to 160	From 161 to 180	From 181 to 200	Upto 310
(1)	(2)	(3)	(4)	(5)	(6)	(7)
	Annas in the rupee					
Under Rs. 19 ..	2	4	5	7	Col. 5 or minimum 6½ annas per worker per day. (Equivalent of a minimum of Rs. 10-9 per mensem of 26 working days) whichever is greater.	Col. 6 plus 1·4 pies per point of increase beyond 200 per worker per day.
Rs. 19 but under Rs. 25	1½	3	4	5½		
Rs. 25 but under Rs. 32-8-0		2½	3½	5		
Rs. 32-8-0 but under Rs. 40.	¾	2¼	3¼	4¼		
Rs. 40 but under Rs. 59.	½	2	3	4		
Rs. 59 but under Rs. 75	½	2	3	4		
Rs. 75 and upto Rs. 150.	Nil	1½	2½	3		

Actually, during January 1945 when the index No. was 301, those in the lowest wage category putting in full-time attendance were getting Rs. 29|11|4 p.m.

The Cawnpore Woollen Mills also give an allowance of one anna per worker per day of attendance during the night shift. This is known as 'khoraki'.

Both the mills paid a profit bonus for the year 1944. The bonus paid was equivalent to As. -|4|- in the rupee of the basic earnings during the year. The payment of the bonus is subject to the condition that the worker must have put in at least 15 days' work in the year and his name must be on the muster roll on the date of payment.

The period of wage payment is a fortnight in both cases and wages are paid within 10 days of their becoming due. Fining is reported to be very negligible.

Housing.—The Cawnpore Woollen Mill has got a special settlement for its workers known as MacRobertgunj. It contains 43 blocks of houses with 801 quarters. Apart from the quarters built for the supervisory staff, the workers' quarters contain either one or two rooms with an attached verandah. The double-room tenements consist of two rooms each 10 ft. × 12 ft., a verandah 21 ft. × 6 ft. and a courtyard 21 ft. × 11 ft. The rent charged for a single quarter is Rs. 1|4|- per month, while for the double quarter it is Rs. 4|8|- per month. About 1,200 employees of the company or over 25 per cent. of the total are housed in these quarters. This is one of the good settlements in Cawnpore and the mill authorities have taken care to see that the surroundings are kept clean and in a sanitary condition. Certain special amenities are also provided in the settlement for the welfare of the operatives and their families, such as a dispensary where all the workers and their families are treated free of charge, a Primary School for boys and another for girls, etc.

The other mill has not provided any housing for its employees.

Welfare work :—As pointed out already, the Cawnpore Woollen Mills have provided certain amenities in their settlement for their workers. In the precincts of the mill itself there is a good dispensary and also a canteen where light refreshment are served. All new recruits for employment are also medically examined.

The other unit has provided a rest shed for the operatives and also a grain shop. It has no other welfare activities.

Provident Fund and Gratuity.—In the Cawnpore Woollen Mill there is a scheme of Provident Fund but only those getting Rs. 100 or above per month are entitled to become members of the fund. In actual fact, hardly any worker contributes to the fund. This mill has, however, got a system both of old age pensions and of gratuity. It is understood that during the war period the pension scales have been doubled and they now are Rs. 6, Rs. 8 and Rs. 10 for those who have put in 25 to 30, 30 to 35 and over 35 years' service respectively.

Those living in the mill settlements who become pensioners are also allowed to continue in the quarters free of rent.

Workers who do not qualify for a pension get as gratuity four months' basic wages if they have served for a period of 15 to 20 years and six months' wages as gratuity if they have served for a period between 20 and 25 years. The other mill has no system for making any provision for the future of the operatives.

Chapter III.—The Punjab—A. Dhariwal.

At Dhariwal in the Gurdaspur district in the Punjab, there is a big unit of the woollen industry which was established as early as in the year 1880. This was among the first two woollen mills to be started in the country. This is a sister concern of the British India Corporation, Cawnpore.

Employment.—In April 1945, this concern was employing 2,719 persons, of whom 2,523 were males, 38 females and 158 adolescents. As compared to prewar period, when the number employed was 2,747, the complement at present has gone down slightly, although during 1944, it was about 22 per cent. higher than pre-war. The company employs no contract labour and all the workers employed are paid directly by the management. Except for a few casual employees, most of the workers are permanent. The workers in this factory mostly belong to the surrounding villages. The extent of absenteeism is about 17 per cent., its main cause being sickness and domestic work. There is no shortage of labour and, in fact, work in this factory appears to be in great demand by villagers in the surrounding areas as there are no alternative sources of employment excepting agriculture.

Working conditions.—This is one of the most modern and up-to-date woollen factories in the country and two of the departments, namely, the spinning and the worsted, have been completely humidified. They are very cool even in summer and make for very great comfort of the operatives. The other departments of the mill are also very spacious with plenty of room for the workers to move about and are kept scrupulously clean.

Hours of work and shifts.—The factory works two shifts, the working hours being 54 per week. From Monday to Friday, the working hours are 10 per day, while on Saturday, only 4 hours are worked in each shift. On week days the hours of work are 7 a.m. to 12-30 p.m., 2 p.m. to 6-30 p.m. (I shift), 6-30 p.m. to 12-30 a.m., 3 a.m. to 7 a.m. (II shift), and on Saturdays 7 a.m. to 11 a.m. (I shift) and 11 a.m. to 3 p.m. (II shift). There is a weekly change-over of shifts.

Wages and Earnings.—This factory has a schedule of minimum and maximum wages which will be found in Appendix I. It is reported that as compared to pre-war period, there has been considerable up-grading of the minimum laid down. At present the minimum daily wage for an adult is annas nine which extends to annas ten a day after four months' training. Females get annas six and adolescents annas seven and pies six a day.

A wage census on a sample basis, for selected occupations in this factory was taken for the month of May 1944 and the table on page 9 contains the results of the census.

The figures dealing with the earnings of full-time workers are not strictly comparable as the number of working days in the different departments show a variation from 25 to 27 days 3 hours. Slightly over half of the workers are on the piece-rate basis. There is no system of graded or time-rated promotion but increment in rates is given annually varying from anna one to annas four depending upon the qualification of the individual concerned and the occupation in which he is working.

The principal occupations, from the point of view of the numbers employed, are weavers, spinners, twisters, menders and carders. The average basic earnings of a weaver seems to vary from Rupee one to Rs. 1-2-0 and his net earnings from Rs. 1-4-0 to Rs. 1-6-0. Full-time weavers make about Rs. 32 per month of 25 days' work. Spinners earn an average basic wage of about annas 14, the average daily earning being about Rs. 1-1-0 to Rs. 1-2-0. Menders get an average basic wage of about annas 15, their average daily earning being Rs. 1-2-0 to Rs. 1-3-0. Male coolies get about annas 11 per day and make about Rs. 24 per month of 27 working days. The lowest-paid category of workers seems to be doffers who get Rs. 0-7-6 per day as the basic wage.

It was reported that this company maintains a cost of living index number for Dhariwal. The index is not, however, scientifically compiled because of the absence of the requisite data regarding the weights for Dhariwal. According to the information supplied, the index for April 1945 was 315 as compared to pre-war. In actual practice, however, the index seems to have little relation with the scale of dearness allowance granted which is as follows :—

Wages up to Rs. 19 p.m.	0 4 6 per rupee
Wages Rs. 19 to Rs. 25 p.m.	0 4 0 „
Wages Rs. 25 to Rs. 32-8-0 p.m.	0 3 6 „
Wages Rs. 32-8-0 to Rs. 40 p.m.	0 3 3 „
Wages Rs. 40 to Rs. 150 p.m	0 3 0 „
Wages Rs. 150 and above	25 per cent of wages.

In addition to a cash dearness allowance, the company, in order to compensate the workers for rise in the cost of foodstuffs, sells wheat to its employees at the rate of Rs. 6|10|0 per maund and the quota is 15 seers and 7½ seers per head per month for adults and minors respectively, up to a maximum of 1½ maunds. It was reported that the gain to a family on account of the wheat concession amounts to about Rs. 5 per month if they took full advantage of the concession.

An annual bonus of 25 per cent. of the basic wages is paid provided a worker had worked for 15 days consecutively during the year.

Housing.—The Company provides housing for a considerable proportion of its employees. About 780 quarters are set apart for the workers. All these, with the exception of 26 which are double-roomed, are one-room tenements with an enclosed court-yard, a verandha and a kitchen. Only a few are supplied with latrines and it is understood that even where latrines are supplied, the workers prefer not to use them. Electric lights have been supplied in some of these quarters and a nominal rate of 1 anna 3

TABLE V.

Table showing wages and earnings in selected occupations.

Industry—Woollen.

Centre—The Punjab, Dhariwal.

Occupation.	Shift.	Sex.	Piece or Time.	No. of hours of work per shift.	Number of Workers.	Number of Samples taken.	Average daily Basic Wages earned.	Average daily gross earnings including over-time, allowance and bonuses.	Average daily net earnings including over-time, allowances and bonuses.	Actual average net earnings in the wage period.	Average Basic wages earned in the wage period by samples with full attendance.	Average net earnings in the wage period of samples with full attendance.	Number of working days in the wage period.
							Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	May 1944
Warpers	I	Males	P	10	16	8	1 3 4	1 7 9	1 7 9	31 13 3	..	..	27 days 3 hrs.
	II	,,	,,	,,	14	7	1 0 9	1 13 11	1 13 11	42 0 10	..	..	25 days.
Weavers Hand loom	I	,,	,,	,,	91	22	1 0 1	1 4 0	1 4 0	28 2 9	26 5 6	32 3 9	,,
Weavers Power Loom	II	,,	,,	,,	263	27	1 2 0	1 6 3	1 6 3	32 1 1	..	..	,,
Menders		,,	,,	,,	74	38	0 14 11	1 2 5	1 2 5	29 4 0	24 0 1	30 15 0	27 days 3 hrs.
Dyers		,,	,,	,,	36	18	0 14 10	1 2 3	1 2 3	27 13 0	21 10 4	27 1 7	,,
Wool pickers		,,	,,	,,	6	6	0 10 8	0 13 5	0 13 5	17 14 10	19 4 9	24 0 9	,,
Wool pickers		F	,,	,,	35	18	0 8 1	0 10 3	0 10 3	16 8 2	..	..	,,
Carders		M	P & T	,,	61	40	0 12 11	1 0 4	1 0 4	22 3 0	21 9 6	24 13 1	25 days 5 hrs.
Spinners.			T	,,	142	27	0 13 10	1 1 2	1 1 2	24 10 3	26 15 9	34 7 0	,,
Spinners		M	P	,,	22	11	0 14 8	1 2 1	1 2 1	28 6 11	26 6 3	32 4 0	27 days 3 hrs.
Doffers		,,	T P	,,	9	9	0 7 6	0 9 6	0 9 6	14 5 11	12 13 0	16 3 0	,,
Twisters		,,	T & P	,,	26	13	0 9 5	0 12 2	0 12 2	16 0 6	..	..	,,
Twisters		,,	P	,,	69	17	0 11 5	0 14 6	0 14 6	23 3 11	19 8 0	24 8 9	,,
Reelers		,,	,,	,,	10	9	0 11 9	0 14 9	0 14 9	21 9 2	..	..	,,
Winders		,,	P	,,	43	23	0 12 0	0 15 1	0 15 1	21 4 5	..	..	,,
Cleaners		,,	T	,,	7	7	0 10 10	0 13 9	0 13 9	23 6 1	18 8 1	23 8 5	,,
Coolies		,,	,,	,,	196	57	0 11 1	0 14 1	0 14 1	21 8 3	19 1 7	24 3 4	,,
Total ..					1,123	357							

pies per unit is charged. There are no separate water arrangements but hand-pumps are provided in front of the quarters at convenient distances. On the whole, there is not much congestion or over-crowding in these quarters and sanitation appears to be fairly satisfactory. About 1,000 employees are staying in these quarters and it would appear that there is not much demand for houses as the rest of them like to live in their own ancient and kutcha houses in the surrounding villages. There is no charge made on account of rent, but charges known as 'repair and whitewash charges' are levied according to the income of the tenant. For instance, no charge is made in the case of those getting less than Rs. 15 per month if they put in a full-month's attendance, while a charge of annas 8 is made if they do not. Rupee one is charged as 'repair and white-wash charges' per month to all those getting more than Rs. 15 p.m. It is understood that since the War these charges have been doubled.

Welfare work.—There are adequate medical facilities for the employees of the company. Two dispensaries are maintained ; one for the workers and another for their wives and their families. The medicines are given free of charge to the workers and their families. There is also a Mission Hospital at Dhariwal which receives financial aid from the company.

Playing fields have been provided and it is understood that the workers take adequate advantage of these.

The employees of this mill have organised a Co-operative Society. Most of the workers have become members by purchasing shares of the value of Rs. 10 each. This Society has a large provision store which supplies all commodities of daily need. Sales are made on credit and the amount deducted from the workers' wages. This Society declared a dividend last year of 10 per cent. and also gave a rebate of anna one and pies six per rupee to its members on the purchases made by them. The commodities are sold in the store at market prices.

The Society also takes deposits from the workers on which interest at 2½ per cent. is paid. It also advances money to the workers at the rate of 6¼ per cent. On the whole, the Society seems to be doing admirable work.

Pensions.—Pensions are granted to deceased workers' widows or to workers who are medically invalidated. Workers with 25 to 30 years' service are granted a pension of 10 per cent. of the basic monthly salary with a minimum of Rs. 3. Those with 30 to 35 years' service are given pension at the rate of 12½ per cent. with a minimum of Rs. 4 and for a worker with over 35 years' service, the pension is on the basis of 15 per cent. of the basic salary with a minimum of Rs. 5. Where widows have been resident in one of the settlements, in addition to the monetary pension, free accommodation within the settlement is provided.

The company has also a system of paying gratuities in case of death or medical unfitness. The scale is as follows :—

For those between fifteen and 20 years' Service.—Gratuity equivalent to 4 months' basic wages.

For those between 20 to 25 years.—Six months' basic wages.

There is a Provident Fund in this factory, but it is not open to the workers but only to those employees receiving a basic salary of Rs. 100 or more p.m.

The workers of this factory have formed a Union known as the New Egerton Woollen Mill Workers' Union. It is housed in a building provided by the management and most of the workers of the factory seem to be members of it.

General Observations.—So far as housing and welfare activities are concerned, these seem to be adequate. From the point of view of the medical relief also, the workers are well off. The Co-operative Society referred to has been of great assistance to the employees of this factory. Certain amount of provision also has been made for the workers' future, although the institution of a compulsory Provident Fund or a system of gratuity on a liberal scale would appear to be desirable. It is true that the *atta* allowance referred to is of some help to the workers although the scale of dearness allowance does not seem to have kept pace with the rise in prices.

B. Amritsar.

A peculiarity of the woollen industry in Amritsar is that several of the units are not only woollen manufacturing concerns but combine the manufacture of wool, silk and cotton. For purposes of the present survey, however, only the six purely woollen manufacturing concerns have been taken into consideration. All these are spinning mills except one which engages both in the spinning and weaving of wool. Two of the mills came into existence after May 1944. The bulk of the production of these mills is for supplying the needs of the army and of the Supply Department. They concentrate on the manufacture of army blankets and flannels.

Employment.—The average daily number of persons employed by these units is about 1,300, out of whom about 1,200 are males. No children are employed in these factories, nor is the employment of women large, the number employed being 87.

None of these factories has any special system of recruitment which is usually done through the workers themselves. At the moment there is considerable shortage of labour in Amritsar and certain factory owners complained that other factories took away their labour by the inducement of higher wages. It was reported that, as compared to pre-war, labour turn-over had gone up considerably due to competition among employers to secure labour. The factories concerned do not keep any elaborate statistics of absenteeism although it would appear from certain statistics which have been analysed that absenteeism is about 10 per cent. The principal cause of absenteeism is sickness.

Working conditions.—The working conditions inside the mills appear to be fairly satisfactory. The factories are well lighted and ventilated and there is adequate provision for drinking water, latrines, etc.

Hours of work and shifts.—Most of these factories are working two shifts. Usually the hours of work are 8 a.m. to 6 p.m. for the first shift and 8 p.m. to 6 a.m. for the second shift with an hour's rest interval. One of the units works only a single shift, while another works four shifts in the printing Department only, apart from the two general shifts.

Wages and Earnings.—A wage census was taken in four of the Units surveyed on the basis of a sample. The number of workers covered was 1,074 and the number of samples taken 823. The following table contains the results of the enquiry for selected occupations only. As the wage period differs in the different units, the average monthly wages and earnings have not been calculated.

TABLE VI.

Table showing wages and earnings in selected occupations.

Industry.—WOOLLEN.

Centre.—THE PUNJAB, AMRITSAR.

Occupations.	Sex.	Piece or Time.	Number of Workers.	Number of Samples taken.	Average daily Basic Wages earned.	Average daily gross earnings including over-time, allowances and bonuses.	Average daily net earnings including over-time, allowances and bonuses.	Number of working days in the wage period.
					Rs. a. p.	Rs. a. p.	Rs. a. p.	April 1944
Weavers	M	P	47	47	1 9 11	2 4 10	2 4 10	(13 days in two units, 26 days in one unit and 25 days in another unit).
Weavers	,,	T	3	3	0 12 1	1 2 10	1 2 10	
Menders	,,	,,	7	7	1 8 4	1 14 10	1 14 10	
Warpers	,,	,,	3	3	1 5 9	2 15 10	2 15 10	
Mule spinners	,,	,,	246	132	0 13 1	1 4 4	1 4 4	
Carders	,,	,,	49	49	0 14 1	1 7 11	1 7 11	
Reelers	,,	,,	4	4	0 12 11	1 3 4	1 3 4	
Dyers	,,	,,	45	21	0 12 3	1 1 9	1 1 9	
Winders	,,	,,	40	40	0 9 6	1 7 6	1 7 6	
Winders	F	,,	12	12	0 7 7	0 12 3	0 12 3	
Printers	M	,,	60	60	0 11 6	1 1 1	1 1 1	
Finishers	,,	,,	60	43	0 12 2	1 1 5	1 1 5	
Packers	,,	,,	20	20	0 15 1	1 6 3	1 6 3	
Fetlers	,,	,,	22	22	1 0 9	1 15 5	1 15 5	
Wool sorters	F	,,	80	58	0 7 8	0 11 7	0 11 7	
Coolies	M	,,	98	83	0 13 2	1 2 4	1 2 4	
Total ..			796	604				

It is seen that the basic wages of female workers are about annas eight per day. Male winders get annas nine and pies six per day, while the others receive a much higher basic wage. Except for female labour, no worker earns less than a Rupee per day. The average daily earning of warpers is the highest being Rs. 2-15-10. Weavers on piece rates earn about Rs. 2-5-0 per day.

One unit bases its dearness allowance on production which amounts to 22 to 66 per cent. of the wages, while another pays no dearness allowance. The following is the scale of dearness allowance in other units :

Unit A.

Wages earned up to—	
Rs. 30 p.m.	D.A. annas 8 per rupee.
Rs. 31 to Rs. 45	Rs. 15 net p.m.
Rs. 45 to 59	0-6-0 per rupee.
Rs. 60 to Rs. 99	Rs. 22-8-0 p.m.
Rs. 99 and over	25% of the wages.

Units B & C.

Wages earned up to—

Rs. 30 p.m.	D. A. 0-8-0 per rupee.
Rs. 31 to 60	D. A. 0-6-0 per rupee with a minimum of Rs. 15 p.m.
Above Rs. 60	D. A. 0-4-0 per rupee with a minimum of Rs. 22-8-0. p.m.

Unit D.

D. A. is paid at a flat rate of annas eight per rupee on the monthly wages earned to all workers.

The period of wage payment varies in this centre from factory to factory. In some cases, it is a month, while in other cases it is a fortnight. In the case of some factories it is a combination of the two. Wages are disbursed within a week of their becoming due.

Bonus.—In addition to dearness allowance, all the four units pay annual bonus to their operatives. In one case it was 25 per cent. of the total wages earned while in another case the bonus varied from half a month's wages to two months' wages according to attendance during the year. In the third case one month's average earnings (basic pay plus dearness allowance) were paid while in the fourth case an *ex-gratia* payment of Rs. 5,000 was sanctioned and distributed among all the workers.

Leave and Holidays.—One day in the week, usually Sunday, is a closed day. Apart from this certain holidays on account of festivals are given. In some of the mills Sundays are worked in lieu of the holidays on account of festivals.

Housing.—It is noticed that among the factories surveyed only 28 per cent. of the employees are provided with housing by the employers. In one of the factories about 65 per cent. of the workers were provided with housing, a married man being given two rooms and a court-yard and singleman, one room and a court-yard. The rooms are fairly well ventilated and the rent charged is only nominal, being annas eight per month. In this connection, it was pointed out by one of the factories employing a fairly large number of men that while they were willing to build quarters for their work people they were unable to do so for two reasons: firstly, land was not easily available except at fancy prices and secondly, that the price of building material had gone up to such an extent as to make it prohibitive. Their main difficulty, however, appeared to be in regard to obtaining the necessary land for building purposes. As a matter of fact, one of the employers stated that he was prepared to house all of his workers at his own cost provided Government made land available.

Industrial housing has become an extremely acute problem in Amritsar. Where workers are required to live in private tenements, for a small room measuring 11′ × 9′ without any verandah, they have to pay as much as Rs. 3 to Rs. 8 per month. The result is that there is tremendous amount of subletting and congestion and sometimes as many as 8 workers are found to be occupying a single room.

Welfare activities.—There is very little that is being done by way of welfare work in the woollen mills at Amritsar with the exception of one factory which maintains a well-equipped dispensary and also sells grain to its operatives at concession rates Excepting one factory, none of the others has even shelters for rest.

Chapter IV.—Bombay.

Employment.—There are four factories engaged in the manufacture of woollen goods in the Province of Bombay. Two of these are in the city proper and the other two a few miles away. The number of persons employed by these four units is 5,131, out of whom 4,279 are men and 852 women. All of them are working on war orders for the Defence Department. The following statement shows the size of these units.

TABLE VII.

Name of concern	No. of workers.		
	Men.	Women.	Total.
1. The Indian Woollen Mills	600	200	800
2. The Raymond Woollen Mills	2,721	500	3,221
3. The Usha Woollen Mills	450	43	493
4. The Ahmed Woollen Mills	508	109	617
Total ..	4,279	852	5,131

All these factories have Standing Orders for their operatives as recommended by the Bombay Mill Owners' Association. Recruitment is usually made either through jobbers or at the factory gates. In one of the units there is a system of training new recruits. The training lasts for three months during which the trainee is paid Rs. 15 per month. It is reported that absenteeism is heavy in all these factories.

Working conditions.—Conditions of ventilation and lighting appear to be satisfactory in all the factories. There is also a sufficient number of latrines and urinals. None of the concerns has, however, provided any place of rest or shelter and often-times the workers have to take their mid-day meals under the shade of trees.

Hours of work and shifts.—Two of the units work three shifts, one two shifts and the other a single shift only. Where two shifts are worked the hours are from 8.30 a.m. to 1 p.m. and 2 p.m. to 6.30 p.m. and 7 p.m. to 11.30 p.m. and 12.30 a.m. to 5 a.m. One of the units has since the War adopted an 11-hour shift, the 11th hour being paid at over-time rates. Where three shifts are being worked the hours are 7 a.m. to 3 p.m. and 3 p.m. to 11 p.m. and 11 p.m. to 7 a.m.

Wages and Earnings.—One of the four units was started only in 1940. Two out of the remaining three units reported slight changes in the basic wage rates since the commencement of the War.

A wage census was taken in all the four units for the month of March 1944 and the following table gives the figures relating to wages and earnings in the principal occupations in these factories.

TABLE VIII.

Table showing wages and earnings in selected occupations.

Industry.—WOOLLEN.

Centre.—BOMBAY.

Occupations.	Sex.	Piece or Time	Number of Workers.	Number of Samples taken.	Average daily Basic Wages earned.	Average daily gross earnings including overtime, allowances and bonuses.	Average daily net earnings including overtime, allowances and bonuses.	Number of working days in the wage period.
					Rs. a. p.	Rs. a. p.	Rs. a. p.	
Weavers 2-looms	M	P	10	10	1 9 11	3 0 8	3 0 8	March 1944 25 days.
Weavers Single loom	,,	,,	535	455	1 3 8	2 6 2	2 6 2	
Drawers	,,	T	14	14	1 9 11	2 11 2	2 11 2	
Spinners	,,	,,	35	35	1 4 8	2 9 5	2 9 5	
Side piecers	,,	,,	122	96	1 0 5	2 1 0	2 1 0	
Doffers	,,	,,	60	52	0 11 9	1 7 10	1 7 10	
Hopper feeders	,,	,,	24	20	0 14 5	2 1 8	2 1 8	
Lap feeders	,,	,,	27	26	0 14 6	2 1 3	2 1 3	
Fetlers	,,	,,	35	33	1 3 9	2 9 7	2 9 7	
Mule piecers	,,	,,	14	14	0 13 9	2 2 4	2 2 4	
Bobbinmen	,,	,,	18	18	1 15 11	2 6 8	2 6 8	
Doublers	,,	,,	78	57	1 0 1	2 0 6	2 0 6	
Twisters	F	,,	8	7	0 15 0	1 10 4	1 10 4	
	M	,,	164	164	1 0 6	2 3 1	2 3 1	
Reelers	M	,,	45	45	0 9 11	1 11 0	1 11 0	
Reelers	F	,,	63	63	0 10 3	1 12 6	1 12 6	
Packers	M	,,	38	38	0 11 7	1 15 0	1 15 0	
Winders	,,	,,	160	134	0 8 11	1 11 4	1 11 4	
Winders	F	,,	74	74	0 10 10	1 9 8	1 9 8	
Warpers	M	P	38	38	1 6 2	2 7 8	2 7 8	
Reachers	,,	T	14	14	1 1 1	2 0 3	2 0 3	
Finishing men	,,	,,	26	26	0 13 9	2 1 9	2 1 9	
Finishing boys	,,	,,	37	37	0 9 9	1 12 6	1 12 6	
Millers	,,	,,	32	32	0 15 9	2 0 10	2 0 10	
Dyers	,,	,,	56	56	0 13 4	2 3 9	2 3 9	
Punchers	,,	,,	10	10	1 2 3	2 7 7	2 7 7	
Punchers	F	P	22	12	1 1 1	1 13 2	1 13 2	
Fringers	,,	,,	21	21	0 8 11	1 11 0	1 11 0	
Menders	,,	T	35	35	0 12 1	1 12 11	1 12 11	
Menders	M	P	29	28	1 1 2	2 0 6	2 0 6	
Folders	M	T	11	11	0 13 1	1 5 4	1 5 4	
Folders	F	T	20	20	0 9 10	1 12 3	1 12 3	
Knitters	M	P	87	87	1 11 1	2 13 9	2 13 9	
Sorters	F	T	8	8	0 8 1	1 4 3	1 4 3	
Pickers	F	T	7	7	0 12 0	1 3 1	1 3 1	
Coolies	M	T	401	401	0 12 7	1 14 2	1 14 2	
Total ..			2,378	2,198				

As will be seen from the above table, numerically the most important occupations are : weavers, coolies, twisters, winders and side piecers. The bulk of the weavers tend only one loom and their average daily basic earnings are Rs. 1-3-8 and their average daily total earnings are Rs. 2-6-2. Two-loom weavers earn as much as Rs. 3-0-8 per day. Twisters and side piecers have almost a similar basic wage rate which is in the neighbourhood of about a rupee, their net earnings per day being Rs. 2-3-1 and Rs. 2-1-0 respectively. Male winders, who are mostly piece workers, get as. 9 per day as their basic wages, their daily earning being Rs. 1-11-4. It is noticeable that although female winders have a higher basic daily rate their net earning is less than that of male winders. Coolies have an average basic wage of 0-12-7 per day with a daily net earning of Rs. 1-14-2.

The range of variation in the wages and earnings as between unit and unit is slight.

One of these units pays to night shift workers a tea allowance at anna 1 per day.

No contractors are engaged and wages are paid directly by the employers. The wage period is the English calendar month and wages are paid usually on the 7th of the month following. All these concerns pay a dearness allowance at the rate laid down by the Bombay Millowners' Association. They also pay a war bonus at the same rate as the one recommended by the Bombay Millowners' Association.

All the units reported that they impose disciplinary fines. There is no system of granting leave to operatives with pay except in the case of the supervisory staff.

Housing.—Only one of the mills has provided housing for about 4 per cent. of its operatives. The housing is of the *chawl* type, with single-room tenements. The rooms are well ventilated and the rent charged is Rs. 3 per month.

Welfare activities.—All the four concerns have tea canteens where tea and light refreshments are served. The articles are sold at 50 per cent. of the cost. One of the units also runs a Boarding House which supplies hot meals during the lunch interval.

Dispensaries are attached to all the four mills where free medical treatment is given. In one of the units there is a whole-time lady doctor while a male doctor attends once in three days. Free medical aid is also provided to the workers' families. One of the units has provided a Reading Room and a library and has also recently started a sports club for recreation.

All the four units have creches but only the creche provided by the numerically most important unit appears to be in a satisfactory condition.

There is no scheme for Provident Fund in any of the units but two of the units have a system of paying gratuities on retirement.

Chapter V.—Mysore State.

Mysore State is a centre of considerable importance from the point of view of the manufacture of woollen goods but most of the industry is concentrated in the homes of the workers or in small hand-loom factories. There are only four woollen manufacturing factories in Mysore, one of which is a carpet factory. The three remaining factories which are situated in Bangalore city (one in Yesvantpur, 5 miles from Bangalore), have been surveyed for purposes of this enquiry. One of these units is a combined cotton and woollen manufacturing concern. It has a woollen section in another works which is about five miles from the city. It was found that the bulk of the production of these factories consisted of woollen blankets and other material required for war purposes.

Employment.—The average daily number of workers employed in these units was about 2,500, 15 per cent. of whom were females. As compared to the pre-war period, the volume of employment has increased by 118.6 per cent. The following summary table shows the number employed in the three factories in 1939 and in 1943.

TABLE IX.

Unit.	Year	
	1939	1943
A. Bangalore Woollen Cotton and Silk Mills Co., Ltd.	580	2,125
B. K. Subbay & Sons Woollen Factory, Bangalore	485	217
C. The Mahalaxmi Woollen Mills, Yeswantpur	64	133
Total ..	1,129	2,475

Labour is employed directly by the companies and no contractors are engaged. For purposes of recruitment, however, no special agency is employed and in two of the concerns surveyed, labour was recruited generally through supervisors. On the whole, the labour force in the industry is pretty stable and it was reported that in the largest unit the average percentage of absenteeism per month varied between 7 to 10 only. In the smaller concerns, it goes up to about 15 per cent. In the largest concern the labour turnover was of the order of 5 per cent. among permanent workers and this low turnover can be attributed to the fair conditions of service which obtain in it.

Working Conditions, Hours of work and shifts :—All the three units are subject to the Mysore Factories Act, 1936, the Mysore Labour Act, 1942 and the Mysore Maternity Benefit Act. Ventilation and lighting are particularly good in the largest unit of the industry, although they are not unsatisfactory in the other units as well. There is adequate provision for the supply of drinking water and for sanitary arrangements. The biggest unit works four shifts per day, one general shift of 9 hours and 3 shifts of 8 hours each in the continuous-process departments. They have also multiple shifts in certain other departments with a regular system of change-over. One of the smaller units works 3 shifts of 8 hours each, while the other has one straight shift of 9 hours from 8.30 a.m. to 6.30 p.m. with an interval of one hour for the mid-day meal.

Wages and Earnings :—The Bangalore woollen mills which is the largest unit in the industry has introduced since 1st January 1943, what is known as the basic wage system fixing a basic wage of 0-10-3 per day to the least skilled employee. Every employee is entitled on completion of a year's service to 1 per cent. rise in his basic wage and in addition a percentage sufficient to bring his gross earnings up to those of a worker of similar total service already engaged in the job to which he is promoted. A copy of the scheme will be found in Appendix II.

In the other two units there have been no changes in the basic wages as compared to pre-war.

A wage census on a sample basis was conducted in all the three units in selected occupations for the month of January 1944 covering about 1,800 out of a total of 2,500 workers or 72 per cent. of the total. About 23 per cent.

of the workers in the selected occupations were actually covered by the enquiry. The following table shows the wages and earnings in selected occupations.

TABLE X.

Table showing wages and earnings in selected occupations.

Industry.—WOOLLEN.

Centre.—MYSORE STATE, BANGALORE.

Occupation.	Sex.	Piece or Time.	Number of Workers.	Number of Samples taken.	Average daily Basic Wages earned.	Average daily gross earnings including overtime, allowances and bonuses.	Average daily net earnings including over-time, allowances and bonuses.	Number of working days in the wage period.
					Rs. a. p.	Rs. a. p.	Rs. a. p.	
Weavers	M	P	256	46	1 7 1	2 4 3	2 3 11	(January 1944)
Warpers	,,	,,	37	10	1 5 7	2 5 0	2 4 9	26 days
Warpers	,,	T	11	10	0 10 9	1 2 8	1 2 8	in two
Winders Weft	,,	T	12	12	0 8 11	0 14 7	0 14 7	units and
Winders Weft	F	P	19	5	0 14 8	1 11 8	1 11 6	24 days
Winders Wrap	F	P	23	6	0 10 7	1 11 7	1 11 6	in one
Winders Wrap	F	T	15	4	0 7 3	0 7 3	0 7 3	unit.
Winders Drum & Pirn ..	F	P	25	7	0 6 0	0 15 4	0 15 4	
Winde s Drum & Pirn ..	M	P	6	6	0 6 1	0 15 9	0 15 9	
Winders	M	P	175	29	0 8 1	1 3 9	1 3 7	
Winders	M	T	13	4	0 7 8	1 4 2	1 3 11	
Winders	F	P	58	12	0 10 7	1 7 5	1 7 5	
Mule spinners	M	T	94	25	0 11 3	1 4 9	1 4 7	
Mule piecers	M	T	196	34	0 10 0	1 7 0	1 6 10	
Carders	M	T	72	19	0 9 5	1 1 5	1 1 5	
Card Strippers	M	T	38	10	0 14 3	1 10 0	1 9 8	
Lap Feeders	M	T	15	4	0 10 7	1 6 11	1 6 5	
Hopper Feeders	M	T	17	5	0 10 6	1 6 8	1 6 7	
Millers	M	T	118	24	0 11 7	1 5 3	1 5 3	
Menders	M	P	2	2	0 12 1	1 5 5	1 5 4	
Menders	M	T	19	5	0 10 6	1 5 2	1 4 8	
Fringers	F	T	77	15	0 7 3	1 3 6	1 3 6	
Washers	M	T	10	3	0 11 4	1 7 8	1 7 6	
Folders	M	T	9	9	0 12 2	1 9 2	1 9 2	
Coolies	M	T	455	104	0 9 11	1 6 10	1 6 8	
Total ..			1,772	410				

As will be seen, the highest-paid occupation is of weavers. Except for a small percentage of two-loom weavers, these mostly tend one loom only. The average daily basic wage of a weaver comes to Rs. 1-7-1, his average daily gross earning being Rs. 2-4-3. Next in order are warpers whose average daily basic wage comes to Rs. 1-5-7 and average daily gross earning to Rs. 2-5-0. In the Winding Department, which is one of the largest occupations, a considerable proportion of the employees are females. There is wide variation in the average daily basic earning of winders but a large majority earn anything from Rs. 1-4-0 to Rs. 1-8-0 a day. So far as coolies are concerned, their average daily basic wage comes to about as. 10, and the average daily earnings to Rs. 1-6-8.

Dearness Allowance.—There is no uniformity as between these units in regard to the payment of dearness allowance. In one unit no dearness allowance is paid at all. The other two have linked up the allowance to the official

cost of living index number for Bangalore. The following is the scale of the allowance in these units :

Unit A.

Rs. 1-8-0 when the Cost of Living Index Number is 108.
As. 3 per point of rise up to 161 points.
As. 2 per point when the Index Number is 161 to 176.
As. 0-1-6 per point when the Index Number is 176 and above.

Unit B.

Rs. 0-2-9 per point above 100 points.

The Bangalore cost of living index number for January 1945 was 195.3. Thus, in one concern the dearness allowance amounted to Rs. 15 per month and in the other to Rs. 16-5-0 per month for full-time workers.

In the largest unit there is a system of paying a production bonus as also a half-yearly perfect attendance bonus. The latter amounts to Rs. 2-8-0 every six months to those qualifying for it.

Two of the units pay a profit bonus. The largest unit pays it as a regular feature every half year by linking it to the dividends paid. For the half year ending June 1944 it amounted to 12½ per cent. of the earnings of permanent workers while temporary employees received 0-1-6 per rupee of their earnings. In the other unit the bonus amounted to one month's wages.

The largest unit has a system of granting 15 days' privilege leave with pay per year, subject to a qualifying period of 5 years' service. Sick leave is also granted on half pay on the production of a certificate from the Company's Medical Officer. Since July 1944 the second unit is granting 8 days' casual leave per year to its operatives and 15 days' medical leave with pay.

In all the three units, the wage period is the English calendar month and wages are paid generally within 10 days of their becoming due. Speaking generally, fining is only nominal, as will be clear from table X on page 18 which reveals little difference between the figures shown in the column of gross earnings and net earnings.

Housing.—Most of the workers employed in the city mills live in their vicinity. The small unit in the city has supplied no housing to its workers. On the other hand, the bigger unit, which is a combined cotton and woollen manufacturing company has constructed 313 houses in which 12 per cent. of the permanent workers are provided with accommodation. This mill has reserved about 44 acres of land for its housing scheme.

The housing accommodation supplied to the workers consists of three types : the first consisting of a front court-yard, a kitchen and a living room; the second containing a verandah, a living room, a kitchen, a back yard and a flush latrine and the third type consisting of two living rooms, a kitchen, a back yard and a flush latrine. The houses are built of bricks with tiled roofs. The rooms are well lighted and ventilated. There are common water taps for the colony. The rent charged varies from Rs. 1-4-0 to Rs. 2-0-0 per month per tenement.

Some of the workers not provided with housing have built huts in the neighbourhood of the mill. All the mills, particularly the largest unit, have been doing considerable amount of work by way of welfare activities. There are fully equipped dispensaries attached to the mills where the workers and their families are treated free of charge. There is a Maternity and Child Welfare Centre in the workers' colony. A Theatre and an Athletic Association with a full-time qualified Physical Director have been started and there are ample facilities for the workers' recreation. The Mill also runs a Workmen's Store where in normal times foodgrains and clothes are sold at prices lower than those prevailing in the markets.

This Company has started since 1941 a registered Provident Fund membership of which is open to permanent workers only. The employers' and the workers' contribution are equal, being 7½ per cent. of the wages. The Membership of the Fund was about 400 out of a total complement of 7,000 workers.

There is also a Gratuity Scheme in the mill and gratuity is paid at the rate of 10 per cent. of the workers' wages per annum.

The qualifying period of service for gratuity is 10 years.

Chapter VI.—Kashmir State—Srinagar.

Employment.—Although Kashmir is perhaps the most important centre of Woollen manufactures in India, there is only one woollen power factory at Srinagar in Kashmir State which was started just before the War. It employs about 800 persons. No women are employed, although in certain departments of the factory the employment of children is in evidence. About 7 per cent. of the workers are recruited as temporary, the disability of the temporary workers being that they are not entitled to dearness allowance or the annual bonus. The workers are recruited direct and are mostly local inhabitants. This factory has expanded considerably since the War and employment in it has almost doubled. It was stated by the management that they experienced an acute shortage of labour and that absenteeism was very high, particularly in certain departments such as Carding and Weaving. An inspection of the muster rolls showed that labour was much more stable in certain other departments such as the Mechanics Department. Taking all the departments into consideration, absenteeism comes to about 10 per cent.

Working Conditions.—Working conditions inside this factory are none too satisfactory although it is fairly well lighted and ventilated.

Hours of work and shifts.—This factory works two shifts of 9 hours each. The spread-over in the case of the first shift is 10 hours and in the case of the second shift there is no regular rest interval, although workers are allowed some off-time for refreshment. The hours of work are from 8-30 A.M. to 6-30 P.M., for the first shift and 6-30 P.M. to 3-30 A.M. for the second shift. In the case of children the actual hours of work are 7, the spread-over being 8½. There are no rest shelters for the operatives.

Employees other than daily-rated are allowed, subject to certain conditions, one month's leave for every eleven months completed service.

Wages and Earnings.—A wage census of all the workers in important occupations in this factory numbering about 580 was taken for the month of April 1944, and the table on the opposite page sets out the results of the enquiry.

It will be noticed that so far as time-workers are concerned, the basic daily wage is about as. 7 for adults and as. 4 only in the case of children. Except for some types of Reelers and Weavers, the monthly earnings of full-time workers do not exceed Rs. 20|- in any one case and in most cases, they are considerably lower. The highest monthly earning of a child working full time was Rs. 11|- and between Rs. 7|- and 8|- in other cases. In regard to Weavers, it has been found impossible to ascertain the average daily wage and the average daily earning because of the manner in which the records are kept. It is understood that owing to low wages and inferior conditions of work, this factory does not attract the most efficient workers. Even so, however, the wages and earnings figures in the table below are sufficiently illustrative of the general wage level in this factory. It is, however, understood

TABLE XI.

Table showing wages and earnings in selected occupations.

Industry.—WOOLLEN.

Centre.—KASHMIR, SRINAGAR.

Occupation.	Shift.	Sex. *	Piece or Time.	No. of hours of work per shift.	Number of Workers.	Number of Samples taken.	Average daily Basic Wages earned.	Average daily gross earnings including over-time, allowances and bonuses.	Average daily net earnings incl. over-time, allowances and bonuses.	Actual average net earnings in the wage period.	Average Basic wages earned in the wage period by samples with full attendance.	Average net earnings in the wage period of samples with full attendance.	Number of working days in the wage period.
							Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	(April' 44)
Reelers	I	M	P	9	5	5	1 0 9	1 4 9	1 4 9	30 0 0	30 12 0	36 8 0	24 days
Reelers	„	„	T	9	12	12	0 7 2	0 11 11	0 11 11	16 15 0	11 8 0	20 - 5 4	„
Reelers	„	C	T	7	8	7	0 4 0	0 6 6	0 6 6	9 5 3	6 0 0	11 0 0	„
Sarders	I, II	M	T	9	72	72	0 7 6	0 10 10	0 10 9	12 14 0	11 2 0	15 8 5	„
Worsted Spinners	„	„	„	9	58	58	0 7 2	0 9 6	0 9 3	12 1 7	12 0 0	19 5 4	„
Mule piecers	„	„	„	9	79	79	0 7 2	0 9 8	0 9 4	11 11 3	10 10 10	14 11 8	„
Warpers	I	M	P	9	3	3	..	..	..	27 10 0	..	..	No record of attendance has been maintained.
Weavers (1-loom hand)	„	M	P	9	49	49	..	..	..	16 12 0	..	..	
Weavers (1-loom power)	„	M	P	9	17	17	..	..	..	13 13 4	..	..	
Menders	„	M	T	9	36	36	0 7 2	0 9 4	0 9 4	12 13 9	11 1 10	14 7 11	24 days
Winders	„	M	T	9	37	37	0 6 8	0 8 7	0 8 7	11 7 5	9 12 11	12 12 3	„
Winders	„	M	P	9	24	24	0 9 0	0 11 8	0 11 8	16 9 0	14 0 11	18 4 2	„
Winders	„	C	P	7	18	18	0 4 0	0 5 0	0 5 0	6 15 9	6 2 0	7 12 2	„
Wool openers	„	M	T	7	7	7	0 6 1	0 7 11	0 7 6	10 3 10	..	..	„
Wool openers	„	C	T	7	59	59	0 4 0	0 4 11	0 4 9	6 8 5	6 0 0	7 8 0	„
Sorters	„	M	T	9	31	31	0 6 1	0 7 9	0 7 8	9 14 1	9 0 0	11 11 0	„
Sorters	„	C	T	7	44	44	0 4 0	0 4 11	0 4 11	6 15 11	6 0 0	7 8 0	„
Coolies	„	M	T	9	21	21	0 7 3	0 10 0	0 10 0	14 8 3	10 15 5	15 2 10	„
Total					580	579							

* M : Males F : Females C : Children.

that since 1st October 1944, the factory has entirely revised its scales of wages as per schedule in Appendix III.

This factory now pays a dearness allowance on the following scale :—

From Re. 1 to Rs. 20 p.m.	D.A. 0-3-0 a rupee.
Rs. 21 to Rs. 30 p.m.	D.A. 0-7-0 a rupee.
Rs. 31 to Rs. 50 p.m.	D.A. 0-5-0 a rupee.
Rs. 51 to Rs. 150 p.m.	D.A. 0-4-0 a rupee.
above Rs. 150.	D.A. 0-3-0 a rupee.

The payment of the dearness allowance is conditional on attendance. For instance, if a worker is absent without leave for three days or more in a month no dearness allowance is paid. Workers on night shift are given anna 0-1-0 in the rupee of the wages earned for night shift work. This factory has also been paying an annual bonus. The payment of the bonus is conditional on length of service. For instance, those with continuous service of one year get 3 months' basic wages as bonus ; those with 6 to 12 months' service get 2 month's wages ; those with 3 to 6 months' continuous service get one month's wages and those with less than 3 months' service get no bonus at all.

For overtime work daily-rated men are given additional remuneration at the normal rate but no extra payment is made for overtime work to monthly-rated workers. Although fines are imposed, there is no separate fines fund and the amount of fines is credited to the factory account. The pay period is a month and the wages due are paid within ten days of their falling due. The factory remains usually closed for one day in the week.

Housing.—The workers being mostly local inhabitants, no special provision for housing has been made by this factory. The workers mostly live in their own houses in the surrounding villages.

Welfare activities.—Beyond maintaining a dispensary in charge of a qualified doctor, there is very little by way of welfare which this factory is doing for its operatives. It was reported that there was considerable amount of sickness among the workers of this factory mostly due to digestive troubles, which it was stated were being caused by the very indifferent quality of food which the workers were getting due to the conditions created by the War. Among the cases of sickness reported there is a considerable number relating to skin disease, which it is understood may have something to do with the work which the operatives are called upon to do. This factory gives cloth at a concession rate to its operatives and has also recently decided to start a Provident Fund to which the employers will contribute half an anna in the rupee of the basic wages of the operative. This fund has not been made contributory because of the unwillingness of the workers to contribute.

Special Problems.—One of the needs of this factory is to have a stable labour force. There is also a great deal of scope for extending the welfare activities and for improving the conditions of work generally inside the factory.

At present there is no labour legislation in force in Kashmir State and there is, therefore, no regulation of hours of work, although it must be stated that the hours of work are not longer than those in existence in British India. However, such legal provisions in British India as those relating to the payment of over-time, the crediting of Fines Fund to a separate fund, etc., are not in operation.

PART III.

Chapter VII.—Summary and Conclusions.

The manufacture of wool is one of the old established industries in this country. It was, however, for a long time a cottage industry and even to-day in certain parts of the country, particularly in Kashmir and Mysore States, a large number of persons are engaged on the manufacture of woollen goods in their homes.

The first woollen mill in the country was established as early as in 1876. But the progress of the industry as a factory industry has not been very marked. From the available statistics relating to woollen mills, it is found that there were in 1943, 32 woollen mills in India, including Indian States, employing on an average about 18,000 persons. Before the War the production of Indian woollen mills was about four million pounds per annum. As a result, however, of the demand created by the War, particularly for army requirements the volume of employment has doubled and the production has gone up to about 15 million pounds per annum*. There is little employment of females in this industry and of the total only about 1,400 or 7.7 per cent. are females. Child labour is conspicuous by its absence except in a factory in Kashmir.

The industry is now scattered all over the country although it originally started in wool growing districts.

During the present War, the products of the whole of the industry were commandeered by Government for purposes of army requirements. It is only recently that a part of the manufacture of these mills is being set aside for civilian consumption.

Speaking generally, the working conditions inside most of the mills are satisfactory. Adequate provision has been made both for lighting and ventilation and in two departments in the mill at Dhariwal, the most up-to-date provision has been made for the safety and comfort of the workers. Usually, the departments of the mills are spacious allowing enough room for the operatives to move about.

Before the War, owing to the seasonal character of the demand for woollen goods in the country, most of the factories never worked more than one shift and employment in them was also irregular. The present enquiry, however, shows that generally, two shifts per day are worked, the weekly hours being 54. Only in one concern in Bombay, an eleven-hour day is being worked, the eleventh hour being paid for at over-time rates. In two of the units Saturday is a half holiday. Except in one unit there is no system of change-over.

In many countries, Anthrax is associated with work in woollen mills. Special enquiries were directed to ascertain whether cases of Anthrax had been noticed in any of the units covered by the present enquiry. There were, however, no such cases.

It is unnecessary to comment on the wage position in the different units as full details have been supplied in the appropriate sections of the Report. As will be seen from the frequency tables given at the end as Appendices IV and V, the wage level is the highest in Bombay, with about 70 per cent.

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*Reports on the Development of Industries for War Supplies by Dr. P. J. Thomas. Page 2.

of the workers being in the daily wage groups annas 12 to Rs. 1-4-0. The level of wages in the factory at Kashmir is the lowest in the country where nearly 70 per cent. of the workers get a daily wage of annas six to annas eight a day. Nearly 60 per cent. of the workers in Amritsar are in receipt of a daily wage of annas 12 to annas 14. It is found that in Mysore nearly 48 per cent. of the workers are in receipt of a daily wage of less than annas 10, as many as 40.29 per cent. being in the wage group annas 8 to annas 10.

Owing to the comparatively high rate of dearness allowance prevailing in Bombay city, no worker is in receipt there of less than a rupee per day and nearly 90 per cent. get more than Rs. 1-6-0 per day. About a quarter of the workers are in receipt of a daily earning of Rs. 2-6-0 to Rs. 2-8-0. Again, owing to the high rate of dearness allowance in Cawnpore, it is seen that nearly 84 per cent. of the workers earn more than Rs. 1-8-0 per day. In Mysore, as has been stated, the largest unit pays a dearness allowance of Rs. 15 per month and this has considerably improved the earning position of the workers with the result that nearly 42 per cent. are to be found in the earning group Rs. 1-6-0 to Rs.1-8-0 per day. As in the case of wages, so also in the case of earnings, Kashmir is at the bottom of the list where, nearly a quarter of the workers have an earning of less than annas six per day and another quarter between annas 10 to annas 12 per day. With the solitary exception of 9 work-people, nobody seems to earn more than annas 12 a day. The summary frequency table on the opposite page of basic wages and earnings according to centres is of interest.

Basic wages have been increased by more than 25 per cent. since the War in many units. The rates of dearness allowance vary considerably from centre to centre and the extreme limits are about Rs. 30 per month in Bombay and Rs. 10 per month in Kashmir. In some of the centres, however, it is reported that basic wage rates have been increased substantially.

The larger units of the industry in Bombay, Cawnpore and Bangalore have been paying a profit bonus varying from one-sixth to one-fourth of the earnings exclusive of dearness allowance. The largest unit in Mysore was paying a profit bonus even before the War and has a regular system of linking it up with the dividends declared.

At Dhariwal, where the town has grown with the factory, adequate provision for the housing of the workers has been made. The type of house provided is of good quality and the employers have shown considerable imagination in providing for the reasonable needs and comforts of their work-people and their families. In Cawnpore and Amritsar, about 26 to 28 per cent. of the workers have been provided with housing accommodation. Although only a small percentage of the workers are provided with houses by the Unit in Bangalore, the housing colonies are well laid out and extremely well looked after. In Kashmir, owing to the lack of housing facilities, workers particularly on the night shift, are put to great hardship as they have to walk long distances to their homes after their work. This is specially trying in winter months. In Amritsar, some of the employers are prepared to provide housing to all their workers, but have not been able to do so owing to scarcity of land. This has been a very acute problem which is not easy of solution without energetic State action.

The larger units of the industry have devoted considerable attention to the provision of welfare activities for their work people. Having a compact colony of workers, the Dhariwal management has provided several amenities such as hospitals, dispensaries, schools, playing fields, etc. The Co-operative

TABLE XII.

Table showing the frequency of daily basic wages and net earnings of workers in selected occupations in the Woollen Mills covered by the Wage Census in different centres.

Income group	United Provinces Cawnpore		The Punjab				Bombay		Mysore		Kashmir (Srinagar)		All Centres	
			Dhariwal		Amritsar									
	No. of workers, 2,085		No. of Workers, 1,123		No. of Workers, 796		No. of workers, 2,378		No. of Workers, 1,722		No. of Workers, 511		No. of Workers, 8,665	
	Basic Wage	Net earning	Basic wage	Net earning	Basic wage	Net earning	Basic wage	Net earning	Basic wage	Net earning	Basic wage	Net earning	Basic wage	Net earning
	% to total No. of workers.		% to total No. of workers.		% to total No. of workers.		% to total No. of workers.		% to total No. of workers.		% to total No. of workers.		% to total No. of workers.	
Under Annas 4	..	..	..	..	..	..	..	..	..	..	..	..	..	..
As. 4 & below As. 6	0·53	..	..	..	..	..	..	..	..	..	25·2	23·68	1·62	1·4
As. 6 & below As. 8	31·85	..	0·8	..	11·56	..	..	..	7·67	·85	69·1	9·00	14·45	·7
As. 8 & below As. 10	21·82	..	5·4	0·8	5·03	..	11·8	..	40·29	..	4·7	41·09	18·29	2·5
As. 10 & below As. 12	4·99	..	25·6	3·11	7·54	10·05	9·9	..	31·66	..	..	25·25	14·40	2·8
As. 12 & below As. 14	1·15	..	22·2	3·48	57·29	1·51	23·1	..	·62	..	..	..	14·89	·6
As. 14 & below Rs. 1	9·54	..	11·8	28·59	8·67	..	4·6	..	3·22	2·43	..	..	6·53	4·2
Re. 1 & below Rs. 1-2-0	13·67	..	9·3	5·43	2·76	29·73	18·1	..	..	4·06	1·0	..	9·79	3·4
Rs. 1-2-0 & below Rs. 1-4-0	0·86	..	24·9	22·44	..	13·19	24·5	·3	..	15·58	..	..	10·12	7·4
Rs. 1-4-0 & below Rs. 1-6-0	15·59	0·53	..	10·06	0·38	30·91	1·5	·9	2·09	13·15	..	·98	4·62	7·2
Rs. 1-6-0 & below Rs. 1-8-0	..	15·11	..	24·84	..	13·69	1·7	2·2	14·45	42·38	..	..	3·39	17·5
Rs. 1-8-0 & below Rs. 1-10-0	..	35·73	..	..	6·77	..	1·1	3·2	..	2·65	..	..	·9	9·9
Rs. 1-10-0 below Rs. 1-12-0	..	2·92	..	..	..	..	3·7	9·8	..	2·37	..	..	1·0	3·9
Rs. 1-12-0 & below Rs. 1-14-0	..	6·04	..	1·25	..	..	..	7·4	..	..	..	..	..	3·7
Rs. 1-14-0 & below Rs. 2-0-0	..	1·01	..	..	..	3·65	..	18·5	..	..	..	..	..	5·7
Rs. 2-0-0 & below Rs. 2-2-0	..	22·21	..	..	..	..	..	14·8	..	..	..	..	..	9·4
Rs. 2-2-0 & below Rs. 2-4-0	..	0·86	..	..	..	..	..	9·9	..	14·45	..	..	..	5·9
Rs. 2-4-0 & below Rs. 2-6-0	..	15·59	..	..	..	5·90	..	..	..	2·08	..	..	..	4·7
Rs. 2-6-0 & below Rs. 2-8-0	..	..	..	..	..	..	..	25·3	..	..	..	..	..	6·9
Rs. 2-8-0 and Above	..	..	..	..	..	·37	..	7·7	..	..	..	..	..	2·2

Society at Dhariwal provides an outstanding example of the benefit which can accrue to workers if the management take interest in co-operation and help the work people to organise such societies. With the exception of the unit in Kashmir, most of the other units have provided certain amenities such as medical relief, recreational facilities, etc.

The larger unit in Mysore has a Provident Fund Scheme which is compulsory for permanent workers but it does not cover the bulk of the operatives. It has, however, a gratuity scheme for the benefit of all its operatives who are not members of the Provident Fund. The Dhariwal Mills and the one at Cawnpore under the same management have a scheme of granting retirement pensions to the workers, details of which have already been given. They have in addition a Gratuity Scheme, according to which the workers can get on retirement four to six months' basic wages. In none of the other units is there provision made for safeguarding the future of the operatives.

A very substantial proportion of the production of this industry is controlled by European managements. With one or two exceptions, it can be said that labour conditions in the industry, taken as a whole, are not unfair. The wage level is more or less similar to the levels prevailing in other organised industries in the same centres, although the scale of dearness allowance varies appreciably from centre to centre. There is also a wide disparity in the industry in regard to welfare work such as the provision of housing, medical relief, provision for the future of the workers, etc.

The growth of the industry since the outbreak of the War has been due to war requirements. Before the War, the smaller units in the industry were never too prosperous and there is much apprehension in the minds of their managements about the future. This probably explains the disparity in conditions of work and wages in the industry as a whole. There is no reason, however, why the long established units should not aim at a further improvement in the conditions of work and wages of their operatives, particularly in the direction of making a more adequate provision for the future of their work-people.

S. R. DESHPANDE,
Member,
Labour Investigation Committee.

SIMLA ;
28th June 1945.

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APPENDIX I.

Schedule of minimum and maximum wage rates in the New Egerton Woollen Mills at Dhariwal, Punjab.

Occupation	1939 Minimum (Daily) Rs. a. p.	1939 Maximum (Daily) Rs. a. p.	1943 Minimum (Daily) Rs. a. p.	1943 Maximum (Daily) Rs. a. p.
At the time of Employment :				
Male	0 8 0	0 14 0	0 9 0 0 10 0 (after four months' approved service)	1 1 0
Female	0 6 0	0 10 0	0 6 0	0 14 0
Engine driver	1 2 0	1 3 0	1 4 0	1 6 0
Fitter	1 0 0	2 2 0	1 2 0	2 2 0
Fireman	0 12 0	0 13 0	0 14 0	0 14 0
Oilman	0 9 0	0 15 0	..	..
Carpenter	0 12 0	1 8 0	1 0 0	1 14 2
Blacksmith	0 11 0	1 12 0	1 8 0	2 2 0
Mochi	0 10 0	1 0 0	0 12 0	1 2 0
Weaver	0 10 6	1 6 0	0 12 0	1 10 0
Spinner	0 8 0	0 12 0	0 10 0	1 0 0
Dyerlabourer	0 8 0	1 0 0	0 10 0	1 2 0
Jamadar	0 11 0	1 14 0	0 14 0	2 1 0
Mistries	0 12 0	2 6 0	1 0 0	2 11 0
Munshies	0 12 0	1 6 0	0 12 0	1 13 0
Carders	0 8 0	0 13 0	0 10 0	1 0 0
Comber	0 10 6	1 2 0	0 11 6	1 0 0
Warper	0 12 0	1 5 6	1 0 0	1 10 0
Winder	0 8 0	0 12 0	0 10 0	0 15 0
Twister	0 6 0	0 10 6	0 10 0	0 15 0
Knotter	0 10 0	0 13 6	1 0 0	1 4 0
Darner	0 11 0	1 2 0	0 15 0	1 5 0
Tailors	0 10 0	1 0 0	1 4 0	1 6 0
Cutters	0 15 0	1 6 0	1 6 0	1 6 0
Packers	0 8 0	0 13 0	0 11 0	1 1 0
Examiners	0 8 0	1 1 0	0 12 0	1 6 0
Hand socks Knitter	..	..	0 13 0	1 12 0
Power knitters	0 10 6	1 6 0	1 1 0	1 10 0
Milling men	0 12 0	1 0 0	0 15 0	0 15 0

APPENDIX II.

BASIC WAGE SCHEME IN THE BANGALORE WOOLLEN COTTON AND SILK MILLS CO., LTD.

As from the 1st January 1943 the following scheme of wage payments will be adopted.

STANDARD BASIC WAGES

(1) A basic wage has been fixed for every job in the Mill.

NOTE.—The basic wage given to jobs formerly having minimum and maximum rates of pay is, in no case, less than the present minimum.

(2) On the 1st January of EVERY year AFTER 1943 an increase of 1 per cent. on the Basic Wage will be given ; this will be called the "Percentage".

(3) A worker transferred to a higher paid job will at once receive his new Basic wage and in addition a percentage sufficient to bring his gross earnings up to those of a worker of similar total service already engaged in the job to which he is promoted or equal to the amount of the "Percentage" drawn prior to his transfer, whichever is less.

(4) All permanent and Temporary Employees who were in our employ on the 31st December 1942 will have their wages converted and divided as follows :—

(a) Basic wage.
(b) Percentage.

Note : Example to make this clear.

No. 100 cooly.

	Rs.	a.	p.	
His rate in December 1942 was	0	11	0	per day or
	17	14	0	per month of 26 Days.
Increase from 1st January 1943	0	1	0	per day or
	1	10	0	per month of 26 Days
	0	12	0	per day or
	19	8	0	per month of 26 Days.

His 1943 pay will be divided as under :—

(a) Basic wage	0	10	3
(b) Percentage	0	1	9
	0	12	0

As Annas 1-9-0 is over 17% and under 18% of the basic wage he will receive 18%. His pay for 1943 will be—

	Rs.	a.	p.	
Basic wage	0	10	3	per day or
	16	10	6	per month of 26 Days.
Plus 18% of	16	10	6	i.e.
	3	0	0	
	19	10	6	

APPENDIX III.

Schedule of revised wage rates from 1st October 1944 in the Woollen Factory at Srinagar, Kashmir.

Condensor	minimum 0-12-0 maximum 0-14-0	(increase to be in two instalments excepting in special cases.)
Felter	minimum 0-12-0 maximum 0-15-0	
Spinner	minimum 0-12-0 maximum 0-14-0	

Dye House and Finishing		
Dye house Mate 1	Rs. 0-15-0	8 to 0-10-0 (0-8-0, 0-9-0, 0-10-0)
Assistant Mates 2	0-13-0	
Finishing		
1. Assistant Jobber	Rs. 1-4-0	
2. Mates one for day & one for night	0-15-0	
3. Assistant Mates	0-13-0	
General Section		
Mates	Rs. 0-13-0	
Assistant Mates	Rs. 0-12-0	
Rest	Rs. (0-7-0, 0-8-0, 0-9-0) and (0-8-0, 0-9-0, 0-10-0)	
Teasing		
Mate	Rs. 1-4-0	
Assistant mate	Rs. 1-0-0	
Other workers	Rs. 0-8-0 and when fully efficient 0-10-0.	
Boiler		
Boiler attendant	Rs. 36 per month.	
Assistant Boiler attendant	Rs. 0-15-0 a day.	

Sorting

Sorting Jamadar	Rs. 0-14-0 to Rs. 1-0-0
Other adult workers	Rs. 0-7-0, 0-8-0, 0-9-0 (exclusive of boys)
Under age workers	Rs. 0-4-0 to 0-6-0 depending (on the age of the boy) In no case should the age be below 12 years.

Stores

Mate over all the store coolies ..	Rs. 0-12-0.
(wool, yarn, and misc.. stores) ..	Rs. 0-7-0, 0-8-0, 0-9-0.
Other coolies	Rs. 0-8-0, 0-9-0, 0-10-0.

Mechanic

Mate	Rs. 2.
Fitters	Rs. 1-0-0, 1-2-0, 1-4-0, 1-6-0, 1-8-0.
Carpenters (Pattern Maker) ..	Rs. 2.
Assistant Carpenters (Pattern Maker)	Rs. 1-4-0, 1-6-0, 1-8-0, 1-10-0 to 1-12-0.
Carpenters, ...	Rs. 1-2-0, 1-4-0, 1-6-0, 1-8-0.
Turners	Rs. 1-0-0, 1-2-0, 1-4-0, 1-6-0, 1-8-0.
Moulders	Rs. 1-0-0, 1-2-0, 1-4-0, 1-6-0, 1-8-0.
Tin Smith	Rs. 0-12-0, 1-0-0, 1-2-0, 1-4-0, 1-6-0, 1-8-0.
Black Smith	Rs. 0-12-0, 1-0-0, 1-2-0, 1-4-0.
Band saw driver	Rs. 0-12-0, 0-14-0, 1-0-0, 1-2-0, 1-4-0.
Circular saw driver	Rs. 0-10-0, 0-12-0, 0-14-0, 1-0-0, 1-2-0.

Electrician

Assistant wire man	Rs. 1-0-0, 1-2-0, 1-4-0, 1-6-0, 1-8-0 per year.
Wire man	Rs. 0-12-0, 0-14-0. per year.

Winding

Jobber	Rs. 48-0-0 per month.
Mate	Rs. 0-10-0, 0-12-0, 0-14-0.
Charkha walas and pirn carriers ..	Rs. 0-7-0, 0-8-0, 0-9-0, for adults. Rs. 0-4-0 to 0-6-0 for non-adults.
Pratoo section	Rs. 0-7-0, 0-8-0, 0-9-0.

Showroom

Packing mate	Rs. 0-12-0, 0-14-0, 1-0-0 per day.
Packers	Rs. 0-8-0, 0-10-0 per day.
Baling mate	Rs. 0-12-0, 0-14-0, 1-0-0 per day.
Balers	Rs. 0-8-0, 0-10-0 per day.
Tailor	Rs. 0-10-0, 0-12-0 per day.

Mending

Mate	Rs. 1-0-0, 1-2-0, 1-4-0, per day.
Assistant mate	Rs. 0-12-0, 0-14-0, 1-0-0 per day.
Bulers	Rs. 0-7-0, 0-8-0, 0-9-0 per day.
Menders	Rs. 0-10-0, 0-11-0, 0-12-0 per day.

Reeling

Mates (one day and one night) ..	Rs. 0-10-0, 0-12-0.
Other workers *e.g.* doff carriers ..	Rs. 0-7-0, 0-8-0, 0-9-0.
Rest all on contract Bundling mate ..	Rs. 0-10-0, 0-12-0.
Other all on contract.	

Wool Scouring

Assistant mate	Rs. 0-13-0, per day.
Other workers	Rs. 0-8-0, 0-9-0, 0-10-0.

Watch and Ward

Jamadar	Rs. 20-0-0, 1-8-0, 26-0-0.
Assistant Jamadar	Rs. 20-0-0, 1-8-0, 23-0-0.
Chowkidar	Rs. 13-0-0, 1-0-0, 20-0-0.

Office Peons

One Jamadar	Rs. 15-0-0, 1-0-0, 18-0-0.
Other peons	Rs. 12-0-0, 1-0-0, 15-0-0.

Rates of Worsted Department.

Doffing mates	Rs. 0-12-0, 0-14-0, 1-0-0.
Rape sewer	Rs. 0-10-0, 0-12-0, 0-14-0.
Doff Carriers	Rs. 0-8-0, 0-9-0, 0-10-0.
Bobbin settlers	Rs. 0-8-0, 0-9-0, 0-10-0.
Doffer boys	Rs. 0-8-0, 0-9-0, 0-10-0.
Dyed top openers	Rs. 0-8-0, 0-9-0, 0-10-0.
Gill Box attendants	Rs. 0-8-0, 0-9-0, 0-10-0.

APPENDIX IV.

Table showing the frequency of daily basic wages of workers employed in the Woollen Mills covered by the Wage Census in different centres.

Wage Groups	Centres.													
	United Provinces		The Punjab				Bombay		Mysore		Kashmir		All Centres	
	Cawnpore		Dhariwal		Amritsar		Bombay		Bangalore		Srinagar			
	No. of workers.	% to total.	No. of workers.	% to total.	No. of workers.	% to total.	No. of workers.	% to total.	No. of workers	% to total.	No. of workers.	% to total.	No. of workers.	% to total.
Under annas 4	..	..	..	..	..	..	..	..	..	..	..	..	..	..
As. 4 & below As. 6 ..	11	0·53	..	..	..	..	..	..	..	..	129	25·2	140	1·62
As. 6 & below As. 8 ..	664	31·85	9	0·8	92	11·56	..	..	136	7·67	353	69·1	1254	14·45
As. 8 & below As. 10 ..	455	21·82	61	5·4	40	5·03	291	11·8	714	40·29	24	4·7	1585	18·29
As. 10 & below As. 12 ..	104	4·99	288	25·6	60	7·54	235	9·9	561	31·66	..	..	1248	14·40
As. 12 & below As. 14 ..	24	1·15	249	22·2	456	57·29	550	23·1	11	0·62	..	..	1290	14·89
As. 14 & below Rs. 1 ..	199	9·54	132	11·8	69	8·67	109	4·6	57	3·22	..	..	566	6·53
Rs. 1. & below Rs. 1-2-0 ..	285	13·67	105	9·3	22	2·76	429	18·1	..	..	5	1·0	846	9·79
Rs. 1-2-0 & below Rs. 1-4-0 ..	18	0·86	279	24·9	..	..	580	24·5	..	..	..	..	877	10·12
Rs. 1-4-0 & below Rs. 1-6-0 ..	325	15·59	..	..	3	0·38	35	1·5	37	2·09	..	..	400	4·62
Rs. 1-6-0 & below Rs. 1-8-0 ..	..	..	..	..	..	..	38	1·7	256	14·45	..	..	294	3·39
Rs. 1-8-0 & below Rs. 1-10-0	..	..	..	..	54	6·77	24	1·1	..	..	..	..	78	0·90
Rs. 1-10-0 & below Rs. 1-12-0	..	..	..	..	..	..	87	3·7	..	..	..	..	87	1·00
Over Rs. 1-12-0	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Total ..	2085	100	1123	100	796	100	2378	100	1772	100	511	100	8665	100

APPENDIX V.

Table showing the frequency of daily net earnings of workers employed in the Woollen Mills covered by the Wage Census in different centres.

Earning Group	Centres.													
	United Provinces		The Punjab				Bombay		Mysore State		Kashmir State		All Centres	
	Cawnpore		Dhariwal		Amritsar		Bombay		Bangalore		Srinagar			
	No. of workers.	% to total.	No. of workers.	% to total	No. of workers.	% to total.	No. of workers.	% to total.	No. of workers.	% to total.	No. of workers.	% to total.	No. of workers.	% to total.
Under As. 4	..	..	..	..	..	..	..	..	..	..	..	..	..	..
As. 4 & below As. 6 ..	..	..	..	..	..	..	..	..	..	..	121	23·68	121	1·4
As. 6 & below As. 8 ..	..	..	..	..	..	..	..	..	15	0·85	46	9·00	61	0·7
As. 8 & below As. 10 ..	..	..	9	0·80	..	..	..	..	..	..	210	41·09	219	2·5
As. 10 & below As. 12 ..	..	..	35	3·11	80	10·05	..	..	..	..	129	25·25	244	2·8
As. 12 & below As. 14 ..	..	..	39	3·48	12	1·51	..	..	..	..	..	..	51	0·6
As. 14 & below Rs. 1 ..	..	..	321	28·59	..	..	..	..	43	2·42	..	..	364	4·2
Rs. 1 & below Rs. 1-2-0 ..	..	..	61	5·43	165	20·73	..	..	72	4·06	..	..	298	3·4
Rs. 1-2-0 & below Rs. 1-4-0 ..	..	..	252	22·44	105	13·19	7	0.3	276	15·58	..	..	640	7·4
Rs. 1-4-0 & below Rs. 1-6-0	11	0·53	113	10·06	246	30·91	19	0·9	233	13·15	5	0·98	627	7·2
Rs. 1-6-0 & below Rs. 1-8-0 ..	315	15·11	279	24·84	109	13·69	60	2·2	751	42·38	..	..	1514	17·5
Rs. 1-8-0 & below Rs. 1-10-0	745	35·73	..	..	..	..	74	3·2	47	2·66	..	..	866	9·9
Rs. 1-10-0 & below Rs. 1-12-0	61	2·92	..	..	..	..	234	9·8	42	2·37	..	..	337	3·9
Rs. 1-12-0 & below Rs. 1-14-0	126	6·04	14	1·25	..	..	177	7·4	..	..	..	..	317	3·7
Rs. 1-14-0 & below Rs. 2-0-0	21	1·01	..	..	29	3·65	439	18·5	..	..	..	..	489	5·7
Rs. 2-0-0 & below Rs. 2-2-0 ..	463	22·21	..	..	..	..	352	14·8	..	..	..	..	815	9·4
Rs. 2-2-0 & below Rs. 2-4-0 ..	18	0·86	..	..	..	..	234	9·9	256	14·45	..	..	508	5·9
Rs. 2-4-0 & below Rs. 2-6-0 ..	325	15·59	..	..	47	5·90	..	..	37	2·08	..	..	409	4·7
Rs. 2-6-0 & below Rs. 2-8-0 ..	..	..	..	..	..	..	601	25·3	..	..	..	..	601	6·9
Rs. 2-8-0 and above ..	..	..	..	..	3	0·37	181	7·7	..	..	..	..	184	2·2
Total ..	2085	100	1123	100	796	100	2378	100	1772	100	511	100	8,665	100

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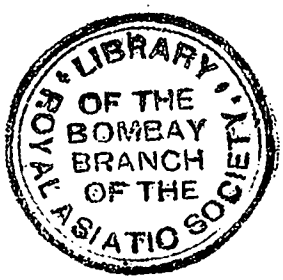

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